CFPPC Banff
Kalispell NASPD 85

PROCEEDINGS

Federal/Provincial/State Park Directors Joint Conference

Kalispell, Montana
September 3-6, 1985

Banff, Alberta
September 5-9, 1985

PROCEEDINGS

National Association of State Park Directors
Federal-Provincial Parks Conference

Kalispell, Montana - Banff, Alberta
September 3-9, 1985

(These Proceedings are also available in French).

Parks Canada - Environment Canada

Proceedings

National Association of State Park Directors
Federal-Provincial Parks Conference

Kalispell, Montana - Banff, Alberta
September 3-9, 1985

Kalispell, Montana		Page
Session 1	- Report: Parks in the West Conference	
	- Mr. Allen Comp, U.S. National Parks Service	1
Session 2	- Resource Management Issues	
	- Mr. Alan O'Neill, U.S. Glacier National Park	3
Session 3	- Developing and Using Promotional Public Service Announcements	
	- Mr. Ron Aashiem, Montana - Mr. Doyle Adams, Iowa - Mr. Sid Bledsoe, Alabama	7
Session 4	- Economic Impact Study	
	- Mr. Don Charpio, Tennessee	9
Session 5	- Tort Liability and Other Legal Issues in Park Management	
	- Mr. Roy Andes, Montana	12
Session 6	- Role of Consultant in Concession's Program	
	- Mr. Peter Dangermond, California	17
Banff, Alberta		
Welcome	- Mr. A.T. Davidson, Parks Canada - Mr. Ray Sisk, NASPD Chairman	23 26
Chairman's Remarks	- Mr. Pat Thomson, Parks Canada	27

		Page
Theme A:	**Parks Program Planning, Policy and Research**	
	Chairman - Mr. Pat Thomson, Parks Canada	27
	Strategies for directing near term use of the park system	
	- U.S. point of view - Mr. Ney Landrum, Florida	28
	- Canadian point of view - Mr. Don Cline, Alberta	32
	What are the trends in park use - Mr. Don Hustins, Newfoundland	37
	Discussion	47
	Broadening the Consituency of Parks - appealing to minorities, their needs and wants.	
	Chairman - Mr. Lynn Burris, Kansas	54
	- U.S. point of view - Mr. Paul Pritchard, National Parks and Conservation Association	55
	- Canadian point of view - Mr. Alan Appleby, Alberta	64
	Friends of Parks - does friendship just happen, or can it be directed?	
	- U.S. point of view - Mr. William Briner, California	71
	- Canadian point of view - Mr. James Potton, Manitoba	76
	Discussion	80
Theme B:	**Park Management Techniques**	
	Chairman - Mr. Ron Sutton, Virginia	84

		Page
	Privatization - a plus or minus to park management	
	Minus - Mr. Don Davison, Minnesota	84
	Plus - Mr. Norman Richards, Ontario	86
	Discussion	91
	Developing a management system for parks - is it workable? is it needed?	
	- Mr. Bruce Duffin, Alberta	99
	Maintenance management systems for parks - are they being used; are they useful?	
	- U.S. point of view - Mr. Jack Butterfield, Michigan	106
	- Canadian point of view - Mr. Barry Dewis, Parks Canada	101
	Discussion	108
	Economic Impact Model - Mr. Don Charpio, Tennessee	115
Theme C:	The Park Continent	
	Chairman - Mr. Richard Davies, Arkansas	119
	Continental parks and international developments - Mr. Pat Peterson, New Brunswick	122
	Continental park stocktaking and breaking down borders - Mr. Harold Eidsvik, Parks Canada	128
	Conclusion and Summary	
	Chairman - Mr. William Walters - Indiana	143
	Summary - Mr. Derek Doyle, Manitoba	143

Page

Appendices

Appendix	I	Participants, Kalispell	151
	II	Participants, Banff	153
	III	Trends in park use - Mr. Don Hustins, Newfoundland	165
	IV	Friends for parks - Mr. William Briner, California	176

Wednesday, September 4, 1985

National Association of State Park Directors' Conference

SESSION 1

Report: "Parks in the West" Conference

Moderator John Richardson (Nevada) introduced T. Allen Comp, who is on leave from the National Parks Service, Pacific Northwest Region, as Chief of Cultural Resources. Mr. Comp related his experience with the "Parks in the West" conference, held in August 1984 at Sun Valley, Idaho.

At that conference, participants were dealing with such questions as: 'Why do we have Parks?" and 'What are the human needs and values that create a park system?" Each day, the four-day conference began with a keynote speaker's address, two of which were given by former State Park Directors, Russ Cahill and Bill Mott. Each keynote address was followed by a panel discussion. Each panel was composed of park practitioners and preachers, primarily from state, county, or city parks.

A major output from the conference was the following:

The parks movement, irrespective of size, has some common issues.

1. A quantity of writings about human needs and park values is being amassed. Park directors do not have time nor continue to need to ask why or for whom do we have parks. Nonetheless, these questions continually resurfaced throughout the conference.

2. Parks have a vast number of technical experts who have become an essential part of the parks system. Parks administrators are not sure what to do with them and their professional aspirations are different from State Park Directors. This difference in approach typifies changes in the parks world. "As," Comp said, ". . .like

the landscapes we work with, our interests and our constituencies are dynamic. Our intellectual framework must change with our dynamic society or we become anachronisms."

3. There is finally a saneness about the intellectual debates over real issues in the parks world. One example is the healthy dualisms that exist: "One man's sacred, one man's profane."

4. "Parks are intensely a people movement and, therefore, people dependent," Comp reported. There were five attitudes that clearly mark the presence of history in our future:

   a. Respect - respect for differences, park places, people, and the past.

   b. Curiosity - Curiosity about historic sites, park possibilities, and waterfront parks. Curiosity can lead very quickly to new constituencies. We need to learn to use the jargon of others. The ability to see through others' eyes can give us wider vision.

   c. Humor - We need humor for a healthy perspective. There are interesting diversities and dualisms. For example--the differences between urban and non-urban people, wilderness areas having numerous historic sites, the oddities of park workers and tourists - to each other, they act and look strange.

d. Integrity - Upholding values, a balance of maintaining integrity while making possible an efficient contemporary use.

e. Scale - A homeland concept, our need to acknowledge the total dependence on the near environment.

Relating conclusions of "Parks of the West" conference, Comp stated

> It's that scale to me, that sense of identification with that near place, that shared experience. That is the basis for community on which this democracy depends. It may be intellectual or geographic, but it starts small and builds step by step across space and scale. I think it's that reserved land, the parks each of you are tracking and caring for, that provides the environment in which cultural choice can still take place. It allows the integration of human beings and to the understanding and interpretation and contemporary life of parks. It's that integrative environment provided by parks, an integrative environment of choice, that space in which a sense of community can be experience. It's those parks, those bridges that are the best hopes for our future.

National Associate of State Park Directors' Conference

SESSION 2

Resource Management Issues

Moderator Neil Johannsen (Alaska introduced Alan O'Neill, Assistant Superintendent, Glacier National Park. Mr. O'Neill described and discussed some resource management issues in Glacier Park as follows.

Glacier National Park was established in 1910 with a mandate to preserve its natural resources. Ten years later, the Federal Parks Organic Act more clearly directed in part that the purpose of the Park was to "conserve scenery, natural and historic objects so that they might remain unimpaired for future generations." This mandate has proven to be a demanding management challenge as greater and greater numbers of "users" press upon the Park's boundaries and resources.

Since 1932, it has been recognized that Glacier presents a unique opportunity to promote international peace and good will between the U. S. and Canada, through a joint desire of two nations to effect management of a single ecosystem extending across their borders. This concept has been further expanded through the joint nomination of Glacier by the U. S. and Canada as a world heritage site representing a joint biosphere reserve.

Although mandated by legislation and policy to preserve the "natural" Park assets, man's intervention through fire control, resultant beetle infestations (and control), introduction of exotic fish species, control of predators, and overuse by domestic animals (horses and man), has resulted in significant impacts. These impacts, however, have not been devastating; and Glacier is still considered to be one of the most "intact" natural resource systems in the world.

Current management direction recognizes the need to evaluate and monitor the resources in order to analyze and respond to change. An important aspect of management will be the evaluation of visitor impacts and the application of principles of Limits of Acceptable Change (LAC).

Since the Park Service has exclusive jurisdiction of the resources, it recognizes an outstanding opportunity to manipulate conditions to meet desired goals and to change management emphasis from aesthetics and resource values to preservation and scientific values. However, despite the Park Service's enjoyment of exclusive jurisdiction within Glacier's boundaries, it is recognized that the Park is but one component of a regional entity; and the Park's resources cannot be protected without consideration of the impacts and contributions of surrounding lands. There is a recognized duty to protect the Park's resources from both internal and external threats.

Mr. Johannsen then introduced David Wright, Associate Director, National Park Service, who made the following comments.

Planning within the NPS is an important process that is designed to assure compliance with NPS policies. Although there is a perception that planning results in expansion and thus increases budgets, it is currently anticipated that good planning can actually reduce costs. During the past six - eight years, infrastructure repair has been directing the capital program.

Some of Glacier's unique importance involves the preservation of natural systems of genetic diversity and the focus of management of a biosphere reserve through international cooperation.

Both speakers fielded questions from the delegates regarding the National Parks and the National Park Service and Glacier National Park management issues, in particular.

Thursday, September 5,1985

National Association of State Park Directors' Conference

SESSION 3

Developing and Using Promotional Public Service Announcements
September 5, 1985, 9:30 a.m.

Opening remarks were made by moderator Dale Bree, who gave a brief overview of PSAs in America today. Mr. Bree commended that Americans are the most "communicated" people in the world with television and radio as the most popular media. Although PSAs are no longer required by statute to be aired, most stations still air PSAs for nonprofit organizations. Most PSAs are of a 30-second duration.

Ron Aasheim, Information and Conservation Education Division Administrator of the Montana Department of Fish, Wildlife and Parks spoke on how his agency planned and used PSAs and the various media. Aasheim pointed out that, to be effective, a manager or director must plan his use of PSAs. Planning should include identifying the audience to be reached, determining what type of message is to be conveyed, e.g., whether it is to be simple or complex, soliciting input of experts in the field such as park staff members, then selecting the media, either visual, written or sound. Advantages and drawbacks of each media type and subtype were then discussed by Mr. Aasheim and through questions from the delegates.

Mr. Doyle Adams of Iowa directed his remarks toward PSAs in Iowa. In that state, PSAs are mainly directed by their Public Relations Division. This Division produces both a monthly publication and PSAs. PSAs take the form of a "conservation capsule," TV spots or video-taped announcements or interviews. One very effective method used by Iowa was "dubbed-in interviews:

these fit station formats well and were easy to produce. Iowa also has tried purchased announcement time aimed at a specific audience for a specific park. Shown at prime time, they were fairly expensive and apparently not very effective (visitation only increased by 6%).

Sid Bledsoe of Alabama spoke on methods used in that state to produce and broadcast public announcements. In 1979, a public awareness survey showed only 35% of the public knew of state parks. In 1983, the State hired a promotions specialty firm. This firm developed a number of Parks PSAs, promotions, and audio visual programs. Some of the costs were shared with the Parks Department by Park concessionaires and the State Travel and Tourism Department. The firm helped raise the awareness of parks by the public to 52%. Two programs that were specifically discussed as successful in Alabama were (1) the establishment of a 1-800 telephone number to answer requests for information about Alabama and its Parks System, and (2) development of an audio visual "Touch and Go" park information system.

Mr. Bree made closing remarks, thanking the panel participants and Session 3 concluded.

National Association of State Park Directors' Conference

SESSION 4

Economic Impact Study

President Ray Sisk introduced Mr. Don Charpio of Tennessee who made the following presentation.

PARVS is an acronym for Public Area Recreation Visitors' Survey, a nationwide project developed by four Federal agencies (U. S. Forest Service, National Park Service, Corps of Engineers, and the Tennessee Valley Authority) to provide "highly credible and broadly comparable estimates of the economic importance of providing recreational opportunities on public lands." It will provide detailed information about recreational users and can provide estimates of direct monetary value derived by users of public lands and what sort of impact this monetary value will have on localities.

Objectives

The study has three primary objectives:

1. Provide visitor expenditure data that would result in estimates of the income, employment, and industry growth resulting from publicly provided recreation opportunities.

2. Provide willingness-to-pay estimates for access to public recreation areas by recreational visitors.

3. Describe the visitors, their activities, and market areas for public recreation areas.

Participants in PARVS

Participants are the U. S. Forest Service, National Park Service, Corps of Engineers, the Tennessee Valley Authority. Eight states will participate in the project starting in the summer of 1985. They are Minnesota, Kansas, Missouri, Indiana, Tennessee, Georgia, Virginia, and New Jersey. North Carolina and Massachusetts anticipate starting this fall. California and West Virginia have indicated a strong interest in the study.

The initial sample size will consist of approximately 35-40,000 recreation site visitors.

Your cooperation in the 1985 PARVS project will substantially improve the quality of its results and reduce project costs for each participant.

All states, especially the Western states, are encouraged to participate. Listed below are the project timelines.

Project Timelines

April 1984	Project planning initiated by cooperative efforts of involved federal agencies.
September 1984	Pretest in North Carolina and Tennessee. First draft of survey resulted in several additional drafts after data was analyzed.
March 1985	Pretest on revised draft. Few more changes were made.
April 1985	Approval sought from Office of Management and Budget for survey form to be used by federal agencies (mandatory requirement). States are not bound by OMB requirements.
June 1985	Training sessions held at Texas A&M University and Chattanooga, Tennessee. Approximately 23 Texas A&M students and 20 retired TVA volunteers are participating in the survey.

June 22, 1985	Survey was initiated in Virginia. Survey to be conducted over course of one year. Most agencies to conduct 50% of their surveys this summer, 25% in fall and final 25% in spring, 1986. However, agencies can initiate process in any season.
July 1985	Partial approval was given by OMB to the federal agencies wishing to participate. Those federal agencies in Region 8 of the USFS (from Texas to Virginia including 14 states) will conduct the full survey. The federal agencies in the other 36 states will conduct a partial survey. An appeal of the OMB decision to include a full survey on federal lands in all states has been made.
Currently	Computer programs for analysis of survey data are being written.
Ongoing	Data will be entered into computer for analysis as it is received.
Fall 1985	Preliminary data analysis.
1987	Initial PARVS project to wrap up. Possible preliminary reports available.
Late 1987	Final analysis report from USFS due.

National Association of State Park Directors' Conference

SESSION 5

Tort Liability and Other Legal Issues in Parks Management

Moderator Clay McDermeit, Oklahoma, introduced Speaker Roy Andes, Assistant Attorney General of Montana who made the following presentation.

Session Summary

The law of torts implies risk imposition or risk shifting. Tort liability is exclusively state law - there is no Federal tort law.

Parties: "visitor" = "plaintiff"

"park," "park officer," "park employee" = "defendant"

Parks are not insurers of the safety of park visitors. The basic requirements for liability are:

1. the "standard of care"/"duty" owed visitor
2. a breach of the "standard of care"/"duty"
3. injury to the visitor
4. proximately caused by the breach
5. applicable defenses that reduce or eliminate liability

The Law in More Detail

Is there a "duty" or "standard of care" owed the visitor? The breach of a duty owed someone is called "negligence." Generally, a person owes another the "duty" to exercise the same reasonable care as would a reasonable person in similar circumstances and of similar age and experience (the REASONABLE MAN STANDARD). All tort law is a variation on this theme.

Landowner liability varies with the status of the visitor. However, many states are abolishing the distinctions.

1. paying guests (="invitees") - there is a duty to make the premises reasonably safe and warn of any risks not readily apparent.

2. non-paying guests (="licensees") - there is a duty to warn of dangers not reasonably apparent (hidden); no duty to make reasonable efforts to make the place safe.

3. trespassors - there is a duty only to avoid actions deliberately creating an unreasonable risk.

Where such distinctions are abolished, there exists a duty to use reasonable care in management of property (RISK MANAGEMENT).

State or Federal statutes may mandate or prohibit certain conduct; thus, a breach of the statute may be negligence per se or at least evidence of negligence:

1. "Thou shalt not cross a double yellow line" - breach of such a criminal statute is negligence per se. No reasonableness considerations apply.

2. "City fire marshall shall supervise all fireworks displays" - such a statute will be considered by jury in assessing allegations of negligence against the fire marshall, using the Reasonable Man Standard and the ability to complete the task.

The breach of the duty/standard of care owed visitor constitutes negligence. This may be a breach of omission or commission.

1. breach of omission - failure to stop at a stop sign.

2. breach of commission - failure to install handrail on stairway or failure to warn of highway construction.

Waivers and releases from liability are rarely effective in advance to avoid liability for your own negligence.

Injury results to visitor have traditionally involved lost income, medical expenses, pain and suffering. Recent cases have also involved emotional trauma, insult to dignity, and punitive damages for willful or malicious acts.

Contributory Negligence - (traditional) If plaintiff was negligent and thereby helped cause his own injury, there is NO liability - now mostly abolished as a defense.

Comparative Negligence - (contemporary) If plaintiff was negligent and thereby helped cause own injury, his recovery is diminished by his proportion of the total negligence causing the injury.

Assumption of Risk - Often criticized old legal doctrine. Still frequently used by courts, especially in recreation cases. Frequently confused by courts with contributory negligence. Properly, a plaintiff's recovery is barred where he knew of a risk and accepted it anyway; another way of saying that there is no duty to protect the visitor from known risks.

--The sticky area--when the visitor reasonably should know of a risk, can he assume it?--Or is he contributorily negligent for not knowing of it?--Or, is the park under a duty to warn of the risk, since it has even more reason to know of it?

Discretionary Function - Generally, where park personnel are carrying out an act which is discretionary and directly involves the application of governmental policy, there will be no liability. Caution, doctrine varies widely from state to state. Some, like Montana, do not recognize it at all. Factors frequently considered are:

1. policy making vs. mere implementation

2. is the decision maker managerial or staff level?

Recreational Use Statutes - (Majority of states) Insulates the landowner from liability to recreational users of his land maintained in a largely natural state; exceptions:

1. failure to warn of extraordinary or hidden hazards
2. inapplicable if visitor paid a fee
3. willful/malicious acts
4. may not apply to governmental landowner (some states)

Excessive fear of liability has resulted in over-regulation of visitors, excessive construction of safety barriers and inadequate information provided park visitors.

Warn recreationists to prepare and be aware to safely undertake their recreational pursuits. Put the "liability monkey" on the recreationist's back.

If called into court, emphasize the mission of park and of park system, especially if written into law.

Questions were asked of Mr. Andes concerning the following topics:

1. Volunteers
2. Signing
3. Inmate labor
4. Campground hosts
5. Where are we headed with TORT claims?
6. Are economic settlements being made at the expense of legal settlements?

Discussion resulted from the answers to these questions.

National Association of State Park Directors' Conference

SESSION 6

Role of Consultant in Concessions' Program

Moderator Don Andrews of West Virginia introduced Speaker Pete Dangermond of California. Mr. Dangermond made the following presentation.

"To concession or not to concession" in our parks for various services is a question that continuously confronts park administrators. In each situation, administrators must go through an evaluation process to determine the benefits and their agency's capability to effectively manage services to be provided. Agency policies and involvement with concession services vary as much as the services they seek. They range from a complete self-operated state system to a full endorsement of contracts for services with the private sector.

Why do agencies differ so greatly in the area of concession services? The issues are complex and require a thorough investigation and understanding of what role each agency should assume in providing service to the public.

Benefits

Let's explore the benefits by having a private concessionaire in our parks:

1. Certainly, the greatest advantage is the many added public services that cannot be provided by the agency.

2. Private enterprise usually means increased revenue.

3. The opportunity to develop additional facilities, especially capital improvements that have never reached the priority list for development.

4. Private interests can act as a catalyst to stimulate other kinds of activities and they have the adaptability to change as conditions dictate.

The above are but a few of many benefits from which an agency and the public can benefit.

Agency Problems

We have mentioned some benefits of private concession alternatives. Let's review some problems that agencies experience as a result of private contracts in our parks.

Lack of staff and qualified personnel to adequately address concession contracts is usually the front runner in problems that beset an agency. Too often, the lack of knowledge about past concession experiences can bring about a sense of insecurity about direction. Other problem areas are inadequate legal services; possible legislative pressures, alleged favoritism, or corruption practices; poorly constructed contracts to protect the state when problems arise; unrealistic expectations by a manager or staff of services contracted for; the burden of day-to-day field management by personnel. The problems listed are but a few that can arise and those agencies must be prepared to address when contemplating any private concession contract.

Problem Concessionaire

Turning our attention to some problems with the concessionaire: It is always reasonable to assume that you can expect a full range of bidding for services requested. Bids range from a professionally prepared proposal to a late-last minute hastily-thrown-together idea. This can cause a considerable amount of wasted time to the evaluating agency. And because there is usually room to be creative or go beyond the limits of requested services, the evaluation process can become difficult. Other problems that can result after awarding the bid might be: lawsuits by unsuccessful bidders, concessionaires not performing according to contract, poor management of services, bankruptcy or financial problems that effect services, and skillful negotiation to pressure administration into various contract interpretations and agreements. These are but a few of the many problems that can result between agencies and concessionaires that require a great deal of special attention by agency personnel.

Consultant Role

What kinds of services can a consultant provide in assisting agencies in achieving benefits or in solving problems? Listed below are some functions of a consultant that an agency might consider.

1. Overall long-range economic plan - where headed, why, priorities.

2. Scanning for opportunities and priority setting - possible ideas, probably cost and revenues, looking for fatal flaws.

3. Specific site economic development plan. Idea generation, planning, economic feasibility - honest opinions.

4. Review of policies, procedures, laws and regulations.

5. Development of contracts and requests for proposals.

6. Development of negotiating positions and assistance in negotiations.

Processes considerations to effective results suggestions.

1. Capability to provide concentrated time on shorter, but complex problems.

2. Staff workshop stimulant.

3. Introduction of ideas to staff - lightning rod.

4. Building up staff proficiency.

5. Independent look at what is presently being done.

6. Provide a funnel for experts.

Conclusion

What can we as individual members do to assist each other with concession experiences? Listed below are some ideas worth considering:

1. All state survey

   --contracts
   --processes
   --governing laws
   --problems and how they were dealt with

2. Use of non-profits.

3. Report back on information.

4. Survey and listing of available resource people.

Mr. Dangermond responded to questions from the delegates.

MONDAY, SEPTEMBER 9, 1985

Welcome: Mr. A.T. Davidson, Assistant Deputy Minister, Parks Canada, Department of Environment, Ottawa

This, as you know, is part of the Centennial celebration for Parks Canada; the idea of having this meeting of state park directors and the federal provincial park directors is a first in history I believe. We thought that the Centennial should be a time for thinking about National Parks and protected areas in general - thinking of directions for the decades ahead. The assembly which some of us attended yesterday was part of that. It was an attempt to assess where we are in the matter of parks and protected areas and a look ahead to the next hundred years.

This meeting was also in that vein, of bringing people together who could think about our present problems and future directions. So thank you again for coming to Banff to help us to fulfill that second part of the Centennial objectives.

United States and Canada, without question, are probably the two greatest nations of the many that are in the parks business, in this business of parks and protected areas. We have a great deal to learn from one another and as I think I said the other night, we have a great deal to learn from the United States because many of the pressures, issues and directions that you now feel we feel perhaps a decade or two later.

When you come to Banff you come to the place where our National Park System began. We are about a mile from the Cave and Basin which is the fount of our National Parks System. You, particularly the people from the U.S., may look at Banff with rather fresh eyes compared to those of us who have been in the business here for awhile. I have no doubt that when you see all of these motels, hotels and big twinned highways you wonder 'Is this really a National Park? What is this we are seeing here - a town of 5000, a major transportation corridor.' Well, it is a National Park. Obviously it is a National Park on the map and we intend it to be or we try to make it a National Park in fact but it is not typical of a

National Park of Canada. There are 31 National Parks in the system and this is no more typical of the National Parks system in Canada than is say Yosemite Valley of the National Parks system in the United States. Although in our national picture each get the same kind of attention and it is here where this issue of conservation and use gets focused in what we have started to call in Canada the Bow Valley syndrome.

When Prince Philip was here, because he is a foreign observer, he was astute on that point. He was continually looking around and saying, 'Is this a National Park?' With his wry sense of humour when shaking hands with businessmen he would say, 'What business are you in?' One would say, 'I am in the skiing business'. He'd say, 'Oh, in a National Park?' That would start the conversation going. Another would say, 'I'm in the hotel business'. Again he would say, 'What, in Banff? In the National Park?' He was possibly questioning his own view about whether it is possible to have what he regards as a true National Park in this kind of environment. It has given us a management problem and continues to give us a management problem.

My predecessor was, I think it is fair to say, shaken up by the public hearings on the development proposal in the Bow Valley corridor at Lake Louise. In fact I probably wouldn't have been in this job over about a dozen years ago if Lake Louise hadn't been such a trauma to him. He was a very academic, a reasonable and kind man, and said, 'this is no place for me - this National Park thing has gotten out of hand', and quit the job. He had a view and maybe it was partially based on that. We talked shortly after I came into the job and his view was that we should draw a line north of the Bow Valley corridor and cut the rest of it out of the park.

My own view is that it would be politically impossible even if it did have its' attractions and secondly, it was still worth a good try to manage this area as a true National Park. There are still grizzlies over the hill which many people think is a good bench mark as to whether there is true wilderness, true natural systems. Sometimes they come this side of the hill and that gives us problems. There are issues of this town

versus wildlife. The town covers a considerable area; the Bow Valley bottomlands are vital for migrations and they are vital for wintering areas for some of the wildlife that tourists from all over the world come to see. One of the thrills of Banff National Park is to see herds and large numbers of wildlife which in very few places you can see, outside of Africa and there it is threatened. So one of the great basics of Banff National Park is its wildlife and it is our business to maintain that. We are continually having to make trade-offs between valley lands for wildlife absolutely essential for their maintenance and the town. We have determined that somehow the town must grow no more and there must be no more area disturbed and yet there is going to be demand for more visitors and accommodation.

Somehow we have got to look at the town as to whether infill is the answer. If there are 10,000 people in the town, instead of the 5,000 there are now, what will be the effect not only on the wildlife and to the valley but on the pressures throughout the park? I frankly don't know whether 10,000 people here and twice as many buses on the highway and twice as many people visiting the day use areas throughout this park is manageable. I am inclined to think that it is. Perhaps you saw Johnson's Canyon, not far from here, a day use area where we have built a new trail, which is far better than the old trail. The old trail was eroding and in danger of falling into the canyon and its reputation was being affected - the same thing the Minister talked about yesterday. The new trail we are proud of and lots of people can go on it. I'm now told that the trail has wheelchairs and people so solidly on it that it is almost impossible to get up and down.

Are there ways of handling matters if there are going to be twice as many visitors? I am inclined to think that there are. One can control the size of the parking lot and charge for parking. One can have part of the trail fairly easy as it is now and the next stretch with a few tough places on it and that will likely filter out most of the people. We have a cottage in Ontario in a very heavily populated area where there are hundreds of people. There is a half-mile portage over into the next lake and there are not hundreds there; there is just a handful because most

people won't take that portage. If there is another longer portage over into the next lake, there is almost nobody. Even in a heavily populated area one can be into wildlands very quickly.

Those are the kinds of issues that come to my mind and I thought I would just take a moment to talk about them, and about Banff. Now, I am an optimist about our capacity to plan, to manage landscape and to work with the visitors in such a way that it may well be possible to maintain this area as a good National Park even though it straddles the major transportation corridor of the nation - east to west - and even though this town may grow. I have not planned to be here for the next Centennial - I'm not counting on it but perhaps the planners at that time who are planning that celebration will look at this conference and decide that they will have a similar one and the state park directors and provincial and federal park directors will meet again and I hope if they do, they'll meet in the Bow Valley at Banff National Park. Thank you.

Welcome: Mr. Ray Sisk, Director, Division of State Parks,
Columbia, South Carolina, NASPD Chairman

I have interpreters located throughout the room, so if any of you have any trouble, call on them. After seeing the beauty and facilities of the last few days, I feel like the mosquito who flew over the nudist camp. I don't know where to start. But first of all, on behalf of the Association of state park directors, we would like to thank Don Coombs who has bird dogged me for two years to make sure that this thing was right. You, Dave and Julie; I don't see her but she has certainly done a terrific job for us. We do appreciate it. After sitting through and listening to some of your sessions yesterday, it was very obvious that we all have the same problems, the goals and the aims. I guess one of the things that impressed me is that you people may be a little more intense than we are and we may have a little more fun than you do. It's been a

very good experience for us and I am sure after sitting through today's session we are all going to benefit from it. I still don't understand you and still think you speak funny but I've enjoyed being with you. I would like to go on record by saying let's not wait so long to do this again.

Chairman's Remarks: Mr. Pat Thomson, Director, National Parks Branch, Parks Canada, Ottawa, FPPC Chairman

This morning your conference organizer has spent fifteen minutes reorganizing this room, because this is a bear pit and we wanted everyone facing each other, eyeball to eyeball and this compromise arrangement is as close as we could come to that but what we are really looking for today is for dialogue across the room. When Doug Eiken, Don Hyyppa, Gary Sealey, Don Coombs and I started to organize these joint sessions we realized that we had to appeal to a great diversity of people. We didn't know whether to organize separate sessions for small park agencies, another session for big park agencies, some sessions for researchers and another session for those who have a policy bent. But at the urging of the state park directors, who do this bearpit session very well, we decided to have one big session. We concluded that the big value of the sessions would be in sharing points of view together, not separately. So to deal with the whole range of subjects we have decided to have three main topics all in this room offered one after the other in such a way that all of us could share our points of view jointly.

Theme A:
Park Program Planning, Policy and Research
Chairman: Mr. Pat Thomson, Parks Canada

This first session this morning on Program Planning Policy and Research has been set up to look ahead to where we are going - some

targets for the future. I hope that by coffee break we will have a pretty good idea of each others expectations for tomorrow's park future. Certainly park directors will need all the help they can get in addressing that future and part 2 of this morning's session will focus on the constituency of parks and the issue of broadening it. We will pose the question of friendship among park agencies, volunteers, national and international co-operation. For each of these sessions, of these mini-sessions, your colleagues, park directors in Canada and the United States have prepared brief thought pieces for discussion. These presentations are intended to provide the first word on the subject, not the last word. You will have the last word and I am counting on your participation to make these sessions useful and entertaining.

Can we begin then with this day of dialogue and I call upon Ney Landrum of Florida to present a view of strategies for directing near term use for the park system and then after that, Don Cline of Alberta and he'll present a Canadian viewpoint.

Strategies for directing near term use of the park system:

U.S. point of view - Mr. Ney Landrum, Florida:

Thank you very much Pat. Pat reminded me that I was the leadoff hitter this morning, which I think is a dubious honor under the circumstances. I am delighted to be here and can echo the sentiments of Ray Sisk and others who have expressed those sentiments on the part of the U.S. state park directors. I would like to say to Mr. Davidson, though, I am sorry to note the note of pessimism in his comment, that he didn't think you'd be here for the next Centennial but I want to assure you that we are all familiar with the uncertainties of political lives.

Before I get into my topic I'll have to make a disclamour. What you

are about to hear is not necessarily the U.S. viewpoint on any subject but rather a selected viewpoint from one state and a very rapidly growing and changing state. So if I seem to be preaching a little bit to you, it's from the vantage point of one who has seen just about everything there over ten or fifteen years. You can get about 49 other viewpoints from the state park directors. So if you don't like what you hear coming from me, well then you have a wide range to pick from. I am supposed to talk about strategies for directing use of the parks over the next fifteen years or so; we didn't define exactly what the term was; in fact when we lost our long term speaker in John Carroll we were asked to sort of consider near term and long term. So mine is for the future.

Strategy today; when you talk about strategy, this is something very profound and sweeping in its import and its affect. This is what the allies used to win World War II. It is what Ted Turner used to try to take over CBS. Sometimes it works; sometimes it doesn't. But it is a very broad subject obviously for us to try to cover in a limited time. So for this, in order to try to focus the discussion more narrowly and get to it in a more meaningful way, I decided to put it in the form of a question. What do we need to do fundamentally in the years ahead? Obviously we have done much right over the past years and made a lot of mistakes too, but what do we need to do that is fundamentally different in order to improve our parks and the public use thereof? Now, there could be many responses to that question but my response would be that the strategy should be something that does not necessarily provide for the accommodation of additional visitors but rather to direct visitors away from the parks. Now you say, that is somewhat of a radical viewpoint but in fact it is not really new as we have all said many times over recent years that our parks are in danger of being loved to death; they have become too popular and been subjected to such heavy use that the resources themselves are in danger. Still you say this is not an acceptable option. We cannot turn people away from the parks - parks are for people. Well indeed they are but not necessarily for every conceivable use to which those parks can be put. Quite simply, in my opinion, we are permitting and encouraging, even forcing, too much and frequently the wrong kinds of use in our parks. We seem to be too obsessed with raising the numbers, more capital

development, more visitation, more revenue. As a result we are consuming and committing valuable park resources to meet a demand which is in large part artificially created and maintained. We followed such a course as this in developing a petroleum dependant society over the past fifty years or so and look what happened. We paid a heavy price in that agonizing readjustment but from that experience we learned a lot. We learned to conserve energy, fossil fuels and this we must do also when it comes to our parks.

In the past, as the demand for parks has increased, our traditional response was simply to acquire more land and build more facilities. Well this is no longer a prudent and in some cases not even a possible course of action. Obviously then, we must make better use of what we have by conserving, by making sure parks are most appropriately used, by matching recreational needs with available park resources, even on a broad scale. This can be interstate, interprovincial, even international. It is good, I think, that this conference is being held on more or less a continental basis. With the increasing mobility of our populations, we must look at supply and demand on a broader geographical scale. As Florida fills up with Canadians each winter, looking for sun and surf or whatever, I want to feel that I can look to Canada for my wilderness and other summertime activities. I'm not picking on Canadians - I could have said New York, Ohio or whatever, but the point is that we have got to look at each other to complement what we can offer ourselves.

Strategy calls for conservation of park resources by redirecting demands on the parks - by cooperation, by joint planning and programming, mutual sharing and support, referral services and so forth, but this must be more than just lip service. We've got to make it mean something. I remember that in the legislation that grew out of the Outdoor Resources Recreation Planning Commission over 20 years ago, the States were supposed to occupy the so-called pivotol role and develop comprehensive plans to guide recreation programming at every level. This we did even though we did it under federally prescribed guidelines, and the feds have consistently ignored those guidelines over the past twenty years. So in order to make this meaningful, rather than just a hollow gesture, we have

got to take it seriously and develop a plan that will govern and coordinate all recreation supply efforts.

Now I would suggest the following as important elements of the strategy I propose. These are just some random ones that I noted down. I think we should avoid efforts to stimulate park demand where none would naturally exist. We should not overcrowd parks just to raise the attendance figures or generate extra dollars. We should not cater to recreational fads and transistory activities that place undue demands on park resources. We'll leave those thrill activities to the amusement parks. I think we should look to private enterprise to provide for amusements or entertainment, the types of activities that are not well suited to natural-based parks. We should not try to duplicate what is already available in the general area. In this respect we often try and act like private enterprise or out for the dollar or the market and how many times have you seen or perhaps complained about private enterprise coming in and developing a campground or a ski slope or something right outside the gate of an existing on-going park. This raises a concern, I think, that we should all share; that is, the parks seem to be, at least in the States, increasingly as instruments of tourism policy. I think that is exactly backwards. We should not develop parks prematurely for the sake of competition or local pride or develop facilities just for that purpose. We should critically evaluate the need for new types of recreation equipment and look carefully at their suitability for use in parks, if they really add to the quality of a park experience. In my opinion, a motorized golf cart is one of the worst things that ever came down the pipe. We'd have a lot healthier population if they hadn't.

And finally, let each area concentrate on those things for which the park resources are best suited, rather than commit large resources and huge sums of money simply to copy or compete with better suited areas. I'm not so naive as to think any of these will be easy; certainly taken as a whole they are unquestionably politically soft. But each of us must develop a strategy involving just such elements if we are to succeed in preserving and perpetuating the recreational resource space contained in the parks. If we do not succeed in achieving this vital goal, then for

us as park managers, how many visitors we can attract and how much revenue we can generate will be of little consequence indeed. Thank you very much.

Canadian point of view - Mr. Donn Cline, Alberta

My approach to this subject will be directed at the park user in the year 2000. Three areas will greatly influence the type of person and the expectations of people who will be visiting parks in North America in the year 2000:

1. The redirection of personal motivations away from the workplace to social and personal satisfaction activities:

   a) In the future, emphasis on specialized recreation will become even more pronounced, based upon social groups with common interests and particularly with interest in group adventure activities. It is most noticeable in "red neck" things such as skydiving, all-terrain vehicles, and other use of the typical freedom machine. More and more however, we will see the emergence of social and personal value groups travelling together, such as horticulture societies, field naturalist groups and square dance trailer clubs. Evidence of this kind of change is suggested in the trend in common lifestyle magazines such as Life, Look and Saturday Evening Post; giving way to what is now 13,000 special interest magazines varying all the way from Runners World to Pumping Iron and Red Rubber Noses (for clowns).

   b) The transformation of our economic system from a national economy to a world economy will lead to emphasis on the cultural heritage and geographic uniqueness of recreation or

tourism destination areas. This will be very important at regional levels such as in Quebec, or local such as in Hollywood.

2. The Violent Interface: There will be an increasing need and demand for personal freedom and liberty, unstructured and free from the impact of other groups. This will be highlighted by a return to greater interest in the natural environment. On the other hand, this will be combined with demands for stricter law enforcement for irresponsible behaviour. Unfortunately, there will be a period of time separating the response to demands for free and liberated activity, and the necessary follow-up of law enforcement for irresponsible behaviour. This will lead to unrest and conflict between user groups, the development of vigilante actions and personal interventions. This is exemplified, even today, in the development of such things as Neighborhood Watch, Crimestoppers and the Block Parent Association; all of whom are filling the gap between our performance expectations of freedom and the ability of law enforcement agencies to act.

3. The coming into impact of the so-called 'Big Generation': In 1966, one-third of all the people in Canada were under 15 years of age. This phenomenon, resulting from a greatly increased fertility rate during the years 1951 - 1966, was also experienced in Australia, New Zealand and the United States; however, in these countries it was either smaller, slower, or had other overriding influences which took away from its unique emphasis. Only in Canada, can the 'Big Generation' be clearly seen in our population. Three principle problems stem from this sudden increase in the population:

   a) Life is arranged by age groups and therefore a sudden coming of a large population in one age group leads to stress and pressure. You might remember that these age groups tend to be associated with the groupings of the school years, work years, management years, retirement years and old age. So far, the

'Big Generation' has just finished making a shambles of our education system and is currently battering our unemployment and social assistance programs.

b) The 'Big Generation' is followed by a very small follow-up group coming behind; leaving them with the problem of an over-supply of schools, teachers, sports facilities, parks, too many corporate or business chiefs for the number of Indians and a large question of who will support the 'Big Generation' in its old age. The 'Big Generation' is also noticeably different than the generations preceding it, particularly in the areas of their beliefs. Generally they believe much more in doing than achieving. They have a much shorter timespread for expecting to achieve success (usually one year), they are inclined to live mostly in their feelings (rather than in their logic) and they have been brought up living at the top of the Maslow Hierarchy - expecting that their needs are in the area of esteem and self-actualization, having been brought up with no lack of water, food, a place to sleep, safety, love and intimacy (although love and intimacy tend to be on the borderline between having been satisfied and not). The generation is highly mobile; statistics suggest that two-thirds of the 'Big Generation' will have moved by 1986 from where they were in 1981.

c) Because of its size, the 'Big Generation' creates a market all of its own. In addition to being a big group, it also has a characteristic liking for new things and these people have more disposable money than was ever available to any age group; both totally and individually. Characteristically, family groups from now on will be living on more than one income and their spending is likely to dominate the rest of the Century. They are highly interested in and oriented to life experiences, dedicated to travel and concerned primarily about themselves and how their environment affects them. These things will lead to such changes as greater emphasis on theatre, classical

music, dance and opera as opposed to television, sports and movies. There will be traumatic moving away from the typical pre-eighties family structure of one couple and their two to three children, to a household in which there are multiple adults, and more adults than children, and to more single family households. As an example of this coming trend, in 1976 in the City of Vancouver, one-third of all the households were single individual households; more than any other kind in the city.

Some examples of the impact that these three factors will have on the recreation and parks industry are; the liberalizing of some activities that may go on in a community setting within a park, followed by some much stricter enforcement on personal misbehaviour. A typical example is found in the latest legislative proposal to allow consumption of beer and wine in picnic areas in provincial parks. It is anticipated that with this liberalization there will be, after some interim period, however, an ability to enforce the behaviour problems - a trend towards a very vigorous enforcement of laws respecting misbehaviour of people who become intoxicated. During this interim period, however, be prepared for turbulent times.

Secondly, we will see an increase in the targetting of facilities and opportunities to special interest groups. This means identifying the social groups and targeting your recreational opportunities to that group. Examples from today are the freedom machine craze for all-terrain vehicle parks and the great increase in people touring together as part of a common interest group.

The phenomenon will be heightened by an additional characteristic which we might call 'happiness profit taking' - that is to say that the new generation will be oriented to taking advantage of life's experiences during the entire course of their life; rather than working diligently to retirement and spending their retirement years cropping the benefits.

Thirdly, there will be redirection of personal incentive away from

traditional work objectives into self-satisfaction pursuits. The computer revolution will not change the general drudgery of the workplace for the largest majority of the work people; moreover, it will tend to isolate them away from contact with other individuals. "Most jobs today are only marginally better than daytime T.V. - but daytime T.V. is improving." Here we observe the introduction of what is called in the Megatrend's terminology 'High Tech - High Touch'. The isolation caused by use of computers leads to an offsetting need for social contact with others. Expect to see an increased interest in heritage, in culture, and in the geographic physical differences in different parts of our continent.

From all this, I expect that more and more people who come will come as a collection of people with common interests, seeking common satisfaction. We should even anticipate a change in our interpretive program from one of an instructor and students, to the scenerio of participative discovery of the environment including as resources the expertise of the visitors themselves; all contributed to understanding of the resource. The overwhelming interest of the people of the 'Big Generation' to experience life should also suggest to us a future in which adventure tours and study travel become a common experience. It would seem reasonable to expect that adventure tours will concentrate on the frontiers of our society. That would lead one to look towards the northern Canada-Alaska-Hudson Bay area into the off-shore underwater parts of our continent, particularly in the gulf of Mexico and some of the Pacific off-shore and still into our mountains and likely to our skies. Study tours to ecologically interesting or historically unique locations will be very popular.

REFERENCES:

1. Kettle, John; The Big Generation
   McClelland and Stewart, Toronto 1982
2. Kettle, John; Hindsight on the Future
   The Macmillan Company of Canada Ltd. (for the Ministry of State for Urban Affairs), Ottawa 1976
3. Park, Darwin; Volunteers - the Future of Recreation
   An Address to the Annual Conference of Saskatchewan Parks and Recreation Association, Inc., Lloydminster, Saskatchewan, 1984.

What are the trends in park use - Mr. Don Hustins, Newfoundland

The historical development of park systems in each province probably occurred according to the following phases:

> Phase I - Initial period of development where parks were set aside for their natural beauty, job creation or tourism opportunities. Little use occurred by the general public because of the location of parks as they basically served a small market.
>
> Phase II - After the Second World War, additional parks were created for leisure and recreation needs. More people were made aware of parks and more visited them.
>
> Phase III - A tremendous growth occurred in the 1960's - 1970's. New parks were constructed; new programs and activities were initiated serving a diverse group of users who were also demanding more.
>
> Phase IV - The post development phase of the late 1970's - 1980's where managers are rethinking old ideas, readjusting operations, considering cost recovery, revenue enhancement and operations efficiency.

Canadian park systems expanded at different rates and towards different objectives as a result of different influences in each province. My discussion centers on Phase III and IV of park development in Canada.

Period of Increased Park Use

The attached figures indicate that camping permits issued and total visitation both peaked in most agencies in the late 1970's. Because of the increased use in the 1970's we encountered a lot of people problems.

As park managers concerned about protecting the resources of the park and offering quality outdoor recreational holidays for visitors, we reacted by instituting more restrictive and control measures on all visitors. Some of these measures included:

- party size restrictions on campsites;
- ban of alcohol in certain areas of a park and even in certain parks;
- pre-registration of all visitors;
- day-users and campers were separated;
- parks staff were given more authority to remove or evict problem persons;
- the R.C.M.P. and other law enforcement agencies were called upon to curtail rowdyism;
- doubling up on campsites was eliminated or restricted;
- greater emphasis on law enforcement versus voluntary compliance and education;
- strict enforcement of existing regulations.

The increasing users also demonstrated that our accumulating attendance figures were overcrowding and deteriorating the parks. We were creating conflict among park users. Tension between resident and non-resident users began to increase as locals could not get into their park. As attendance rates climbed, the demand on resource management, law enforcement and maintenance increased. This in turn also gave rise to increased operational costs.

Twenty years ago, the management and control of park users was a very low priority item. Intensive visitor management was not required for the small number of users. However, in recent years visitor freedom has been curtailed in an effort to protect our parks.

People desire places in a park, not just to camp or swim, but to have a social experience. Have we over regulated them and discouraged this activity? Have we overreacted to the overcrowding of the 1970's with too much emphasis on ranger patrols and greater restrictions? Have our policies segregated the youth from our parks? Have our restrictive

management practices deterred visitors from coming to our parks? Have these regulations turned away former visitors?

Period of Readjustment

Recognizing changes in park use, managers have been forced to think of where we are going, what we are doing, who we are serving and what the park system is achieving. The post development phase of the late 1970's and early 1980's was the beginning of the period of restraint for most agencies and the development of innovative management techniques to cope with problems of decreased use and less financial resources.

While working with restrained budgets, managers were forced to devise acceptable and minimal standards of operational and maintenance requirements while serving visitors without a reduction in the level of service. New ideas generated the following changes:

- self registry (honour system) for camping introduced Ontario, British Columbia, Manitoba (1978) - Saskatchewan (1983);
- small parks operated on maintenance contract - many agencies;
- close down some least used parks - unsuccessfully tried by one agency;
- campground areas closed in a few parks - New Brunswick (1983);
- reduction of staff - most agencies;
- operate only sufficient campgrounds to supply demand - Alberta (1983);
- reduced operating season - most agencies;
- 80% of capital placed into upgrading the existing plant versus creating new facilities - Manitoba (1981);
- many agencies have either adopted or are considering cost recovery options for parks.

Innovative programs of deriving the same services and increasing services with reduced funding by co-operating with the private sector was considered and implemented by many agencies:

- privatizing Provincial Parks - Ontario (1977);
- "the private sector will be brought into parks to supplement park

services, not to compete with parks" - British Columbia (1980);
- "several parks operated by private enterprise on concession" - New Brunswick (1980);
- "we are beginning to get the private sector involved in providing certain recreational services in parks" - Saskatchewan (1983);
- "emphasis placed on attracting private sector funding for new tourism development" - Ontario (1983);
- "over 100 commercial operations licenced in our parks" - Manitoba (1984);
- "greater use of the private sector is required in parks"
- "we will be reducing or eliminating the impediments to private sector growth and development in parks" - British Columbia (1984).

The economic downturn saw an increased demand for improved program and service delivery. Many new ideas arose to improve the image of parks as places for family vacations, to attract more users to the park and to make it more convenient for those already utilizing the parks to stay.

- telephone reservation system - Ontario (1978);
- seasonal campsites - Manitoba, Saskatchewan (1982);
- off-season camping rates and reduced camping rates during the week days in July & August - Ontario (1980);
- reduced vehicle permits after Labour Day - Manitoba (1980);
- special use packages to attract more users - New Brunswick (1980);
- market Provincial Parks as tourist attractions and improve operation of parks in relation to visitor needs - Ontario (1981);
- greater media publication of recreation programs - Prince Edward Island (1981);
- creation of Park Interpretation Week to emphasize and highlight the natural history role of parks - Newfoundland (1979);
- licenced the first liquor outlet in a Provincial Park - Saskatchewan (1981);
- park tour program for seniors - Saskatchewan (1981);
- increased advertising in Maritimes by highlighting our parks - New Brunswick (1981);

- recreational vehicle storage program free of charge - New Brunswick (1981);
- free camping permits to attract new and more visitors - Manitoba (1981);
- presentations on parks made at shopping malls - Prince Edward Island (1981);
- length of stay in campground extended from 14 to 24 days - Newfoundland (1983);
- campground reservation system - Saskatchewan (1983);
- more attention paid to excessive noise - Ontario (1983);
- advertising campaign "Enjoy the Wildlife - don't be the Wildlife" - Saskatchewan (1983);
- new dress uniform for field park staff - Newfoundland (1984);
- campground host program - Alberta (1983);
- the first direct promotion of the parks system with the publication of Campfire News - Yukon (1984);
- committed to work with tourism to develop the tourist potential of parks - Ontario (1983).

New planning initiatives were also developed to attract more people to parks:

- first waterway park of 30 miles in length thereby improving recreational opportunities on Crown Land - Ontario (1980);
- planning a trail system for handicapped - Saskatchewan (1981);
- more attention paid to near urban parks by building bike trails, interpretation trails, ballfields, play areas, and allowing folk festivals - Manitoba (1981);
- trying to encourage users to stay longer by improving park programs and winter activities - Prince Edward Island (1983);
- a new classification of Parks Wilderness Areas and Ecological Reserves has been approved thereby creating a foundation for standards - Manitoba (1983);
- creation of 155 new parks - Ontario (1983);
- user survey done to see who knew of parks and what attractions were contained within - New Brunswick (1980);
- cooperative associations and volunteers were seen as alternatives

by many.

Restrained and reduced budgets, greater emphasis on operational efficiency and cost recovery must have had negative effects on the overall level of operation and maintenance of many parks. It is possible that park users were becoming disenchanted with the reduced level of service or did they even perceive such a change?

Several provinces conducted user surveys in the 1980's to ascertain what park customers desired and how they felt parks should be operated. Without an exception in all cases the major responses were "install more showers, more flush toilets and fully-serviced campsites".

Two surveys indicated that the supply of facilities was inadequate and that maintenance standards and level of supervision was unsatisfactory. As a result, users indicated that they would not return to these parks for vacations.

All of these responses by management (and others besides) were facilitating the viability of a parks system in the presence of decreased or levelling of use while at the same time, responding to the operational efficiency requirements. ADVERSITY IS OBVIOUSLY THE MOTHER OF INVENTION!

Decreased operating dollars has meant a modification of park programs. Most of us have experienced reorganization of programs and positions. The Treasury Board Analyist who is familiar with your decline in attendance, would, I am sure, be in favour of decreasing funds for capital, maintenance and operational items. However, is there any correlation between decreased attendance and the dollars allocated to operate and maintain parks? In other words, has decreased use meant a decrease in budget?

With greater emphasis on cost recovery and revenue enhancement, most agencies have increased park fees. What is the relationship between fees and use? Does a high fee structure mean that less people will come to a park, or does it mean that those who utilize the park will respect

the facilities provided, or is use more related to the services provided?

In a paper prepared for the 1983 FPPC, Mr. D. Doyle of Manitoba showed that park managers experience significant declines in attendance and associated revenue decreases as a result of fee increases.

All too often the aggregate attendance at parks is preceived by many managers as an important measure of success. Declines in park attendance give rise to questions by supervisory personnel. Concerns arise questioning the quality of experience or whether rowdyism, etc. is keeping people away.

But I often wonder what use really has to do with our basic objectives of heritage appreciation, the provision of quality outdoor recreation opportunities and the preservation of our natural resources.

Reasons for Changes in Attendance at Canada's National and Provincial Parks

Clawson and Knetch (1966) indicated that many factors influence attendance at outdoor recreation areas during a specified time frame.

1. Factors relating to the potential recreation users, as individuals:
   (a) total number in the area;
   (b) geographic distribution, how many are relatively near, how many relatively far, etc.;
   (c) socioeconomic characteristics, such as age, sex, occupation, family size and composition, educational status and race;
   (d) average incomes, and the distribution of income among individuals;
   (e) average leisure, and the time distribution of that leisure;
   (f) specific education, past experiences and present knowledge relating to outdoor recreation;
   (g) tastes for outdoor recreation.

2. Factors relating to the recreation area itself:
   (a) its innate attractiveness, as judged by the average user;
   (b) the intensity and character of its management;
   (c) the availability of alternative recreation sites;
   (d) the capacity of the area to accommodate recreationists;
   (e) climatic and weather characteristics.

3. Relationships between potential users and the recreation area:
   (a) time required to travel from home to the area, and return;
   (b) comfort or discomfort of the travel;
   (c) monetary costs;
   (d) extent to which demand has been stimulated by advertising.

They also went on to say that attendance figures were a net result of existing demand and existing supply and should be so recognized.

Canadian Park agencies also had reasons explaining why attendance was changing in their parks:

- Rising fuel costs and competitive stay-home market strategies are leading increasingly to home vacations and seasonal long campsite rentals - New Brunswick (1981);
- bad weather; strikes in the construction, trade and fishery industries; road-side gravel pits are available free; many private cabins have been developed on crown land; high unemployment are all attributing to decreased use - Newfoundland (1981);
- on going concerns for energy costs and inflation are causing changes - Prince Edward Island (1982);
- the increase of park fees - Quebec (1984);
- if bad weather is forecast for the Island, many people on the mainland will stay away - Prince Edward Island (1984);
- ongoing restraint, deficit budgets and revenue shortfalls in the

resource sectors continue to affect the park program - Saskatchewan (1984);

- declines in attendance seem to be the reflection of the national recession and declines in the U.S. markets - Parks Canada (1984).

Factors affecting park use patterns are not only local. Indeed they are much more complex. At the 1984 FFPC in New Brunswick, Mr. L.J. D'Amore and Associates Ltd. presented a paper entitled, "Societal Trends and Their Implications for Parks". Some of these trends are listed below:

"Family Fragmentation

During the 1950's a typical American family consisting of a working father, stay-at-home mother and one or more children comprised 70% of all households. Today, this family type accounts for 15% of U.S. households. Single households have been the fastest growing households and account for 25% of the total in the U.S. and 20% in Canada.

The Growing Role of Women

Working mothers as a share of all mothers (in the U.S.) have increased from 18% in 1950 to 57% in 1983. Women are marrying later, postponing children and are increasingly career oriented. There is a surge in the number of women actively engaged in sports and outdoor recreation. There are now more women in college in the U.S. than men.

Re-Conceptualization of Work

Industrial society has historically considered the human life cycle to consist of three states: Preparation, Employment and Retirement. By the 1990's, a post industrial society will have more integrated concepts of life and life purpose, and we will design our living environments and working environments accordingly. We are at the threshold of a complete redefinition of life and life purposes and this will include a redefinition of work.

More Leisure

Over the next five years, there will be a marked increase in the number of Canadians working less than 35 hours per week. The long prophesied four-day work week will become common practice by the 1990's. We will also have more "forced leisure" as a result of continuing high unemployment. There are a number of new sports which require strength, skill and endurance such as windsurfing. More persons are seeking challenging and peak experiences such as white water canoeing and ice climbing.

Yet to come, are totally new experiences which will combine advanced technology with man's and woman's quest for understanding and communion with nature."

Summary

It is quite obvious that park use is not just a local phenomenon. Visitor attendance in our parks is very much influenced by what happens in the Persian Gulf, the role of women in society, international travel, the condition of the environment and perhaps even the "price of tea in China". Parks seem to be going from high to low gear in terms of attendance in Canada.

I believe the major challenge for park managers in the next few years will not be to acquire more park land and develop new parks, but to justify what we currently have. We will also have to respond to all users who are demanding access to outdoor recreation opportunities in parks and only permit those which are really compatible with the broad mandate of our agency.

A major task of the manager will be to determine to what extent new demands by users, staff or politicians should be accommodated within the park boundary. As political and other pressures on the parks increase, this task will be greater. There is no easy solution.

To counteract increasing demands, we need to develop a better basic understanding with regular park users. We need broad public support for

parks. We need a deeper, closer relationship with interest groups, park visitors and the general public. Public support must be visible to the politicians so that we can uphold park purposes in the face of other competing and conflicting resource uses.

We are going to have to combine more effectively what park users expect and what we want to give throughout our parks.

Successful parks are people oriented. It will be up to us to determine who's demands are reasonable, our's or their's.

Discussion

Mr. Pat Thomson

Okay. We have about 25 minutes before coffee break to deal with any part of that topic. The three people are available as resource people but the dialogue is to travel across the room. You can make a point, you can ask a question, you can direct your question to one of the speakers or whatever you wish to do. Who would like to go first?

Mr. Pat Peterson, New Brunswick

Why do you think the trend is going down?

Mr. Don Hustins, Newfoundland

Well, I think there are a variety of reasons. For example, you take Atlantic Region as one area within Canada as compared to the Central and the West - the high unemployment we have throughout the country, particularly in the Atlantic Region. The cost of the rising fuel prices make it more expensive to travel. People just cannot afford to replace and purchase equipment and in my own case in Newfoundland, those things all aside, there is another reason in our own province. We had roughly 3,000 cabin lots issued in the past six years to people to build private cabins; well beyond what happened in other years. Peoples' desires, I guess, or tastes are changing so they are getting into different kinds of things in the market. So there are a whole variety of things influencing

the trends.

Mr. Lynn Burris, Kansas

I interpret the material that you placed on the screen but I need to have some answers obviously so I can better relate to it as it affects us in Kansas State parks. As I looked at the various provinces, divided out into various locations, if I was looking at those correctly and you were to take the total sum of the provinces, your total sum of patrons in the park would probably have been on a general trend upward, not dramatically but upward as all of the sudden I begin to pick up provinces coming on the scene later. You may have had shifts in campers or park patrons as they were moving in other directions. Do you have any response to that analysis?

Mr. Don Hustins, Newfoundland

What you are saying could be true. I didn't accumulate or total all of those figures to really put that particular thing on the chart. The Parks Canada figures that I gave you on the charts, as a matter of fact, did not include that sort of thing. That was Parks Canada as an agency, not across the country.

Mr. Lynn Burris, Kansas

But as I look at that in terms of our program it would seem to be that maybe some of the people that were using provincial parks were also using Canadian parks - or Parks Canada. So the total sum wasn't really shifting away from an area as so much it was more convenient to travel across the line to parks in another province.

Mr. Don Hustins, Newfoundland

I don't think we've got the totals from across the system and we perhaps should have done that, but I can tell you that my perception is that visitation is down from 1978, which was the peak year for visitations in our parks - total parks. Even though there have been provinces where there have been increases, we are back to generally our 1978 levels of visitation total in the parks system of Canada. So we in fact - 1980 was the big year of a drop and that corresponded to serious

recessions - and 1981 again - and while there have been odd success stories through promotion, like Ontario Parks, overall I think the figures are that we are back to 1978 levels which was about our peak year.

Mr. Lynn Burris, Kansas

I have to ask you this question and I'll get off the microphone here in a minute. I'm not certain how you make records of these counts - if you do it by permits and this sort of thing at the campgrounds. Would you have a record; for example in Kansas we permit people 65 years and over, senior citizens, free access to the parks and last year one-third of our visitation was made up of these senior citizens. Do you have this similar situation and does that impact on your figures?

Mr. Don Hustins, Newfoundland

I didn't break the visitation figures down anymore than what you saw here; in other words, I assume the figures I have been given from all the provinces would include the non-resident, and certainly the senior citizens as well. In terms of camping permits, there may be some change there as in a lot of provinces, they don't give free access to senior citizens from outside the province. So there may be some minor change there. But I don't think nevertheless it affects those figures.

Mr. Pat Peterson, New Brunswick

Just a comment, I guess, directed to Mr. Landrum. We can't agree with your statement that we should avoid efforts to stimulate demand and also not use parks in developing our tourism policy. First, parks come under the Department of Tourism in N.B. and as you can see with our visitation figures, we are way below our acceptable level. On an annual basis in New Brunswick, our parks and campgrounds are only under 40 percent capacity so we do advertise and we intend to try to increase the park use up to a more acceptable level for us to balance off the deficit situation. We realize that it will never be a break even point but with us a $7,000,000 expenditure and less than a $1,000,000 revenue is not acceptable and we want to overcome that.

Mr. Jim Bell, Texas

We have been facing this impact on our resources. If you have a planning policy that says you will not develop over 15% of your resource and you are dealing with a $5,000 or a $100,000 deal, when it comes right down to it, we don't really make that much impact. Another thing; when you are in a high growth area such as our State is and several others, we are moving ahead very rapidly in acquiring land as we know whether or not we can develop it now and if we are going to need it in the future because we don't think we are going to decrease in population for a long time. It is like landbanking - it is what we have had to do and that is the way we are looking at it. We also, talking about the impact on areas, have found we had to go back in areas - say camping - where we allowed 250 campers on an area on a more informal basis. We actually have cut back by going to formal design and planning. Where they were allowed maybe 250 in 1976 or 1978, we are allowing 125 in a very formal way. When you said you had issued 3,000 cabin permits, where do you allow that type of an impact or inholdings within your parks?

Mr. Don Hustins, Newfoundland

Oh, I am sorry. I didn't mean it was within the boundaries of the park. What I referred to was in terms of crown lands and forestry administration within our province outside the park boundaries. They have issued those permits elsewhere; in other words, allowing you or I or anyone else to build a private cabin. So what is happening, in effect, is that these people are the older people who spent many years camping in the province, disposing of their trailer, and their tastes have changed. They are readjusting to different things and I use that as an example of what happened in our particular case among other things. So they are not within the boundaries of the park; they are a separate issue in terms of problems altogether.

Mr. Kit Travis, Tennessee

I am wondering who is keeping track of the women and the impact that the women's roles in recreation is having on your visitation. One of the things we are finding is that more women are working and because they are working, they are having fewer children so the number of cars coming

in may be the same but the number of people that is in them will be smaller. Another thing that the nation-wide recreation survey back in the 1980's looked at on a national perspective was that there is a smaller and smaller difference now between what men and women are doing when they get to the park. It used to be that was the main indicator and it is no longer the case. The long term implications of that is that women now are in the roles, the less traditional roles for them, of getting into recreation. One of the big impacts that you might see over the next 15 years is more women at a meeting like this who are the policy makers and the managers of the parks and what will be the impacts when you have women making natural resource policy when they haven't been going through the traditional hunting, the hook and bullet types of things, within your own state or province.

Mr. Don Hustins, Newfoundland

Those of you who were at the conference last year in St. John, New Brunswick, will recall the talk by Lou D'Amore. He talked about society trends within the global context and I just quote here - "working mothers as a share of all mothers in the U.S. have increased from 18% in 1950 to 57% in 1983. Women are marrying later, postponing children and are increasingly career oriented. There is an increase in the number of women actively engaged in sports and outdoor recreation. There are now more women in college in the U.S. than men". So I can talk about cabin lots in Newfoundland, we can talk about weather somewhere else, but there are a lot more complex issues involved in this change and that is what I'm saying.

Mr. Norm Richards, Ontario

Just a comment to Don with respect to the statistics you were using for visitation. I think we have to caution or put a limitation on some of those statistics. I know in Ontario where we say 13 years ago 12,000,000 visitation and now it is down to 6,000,000 to 7,000,000. We were counting in a different way - a very liberal way at that time - using traffic counters where people were going into the park 7 times during the day. So we are being a lot more honest now and is something we should have pointed out to you. As to the reasons why the decline in visitation or I

guess as we are seeing in Ontario, a slight increase or a levelling out, we attribute that very much to increasing intervening activities. We are seeing the trend continuing with more pools in backyards, in private homes. We are also seeing more private sectors as far as theme parks and amusement parks are concerned. You start comparing that to the day use statistics; it is directly related. It also pertains to camping a little bit where people are breaking up their one or two week vacations and taking more day trips as opposed to spending that one or two weeks in the park camping.

Mr. Alan Appleby, Saskatchewan

Don, I just wanted to ask you. You were talking about camping permits. I just want to caution about the use of pieces of paper. In Saskatchewan, we have gone to camper days for instance because they perhaps reflect a little more accurately how long people are staying, how many people are in a camping party. So camping permits may go down, but camper days may increase so in essence the impact on the park is still the same. I am not saying this is happening; I am just saying that perhaps the method used in issuing a piece of paper should be looked at cautiously and maybe we should be looking at camper days.

Mr. Don Hustins, Newfoundland

That is a good point. I think in fact those figures are camper party nights - because those of us who are in the permit selling business sell them according to party and the number of nights that party stays.

Mr. Alan Appleby, Saskatchewan

No, those figures are for camping permits. Irregardless, I think the measure you might take - the bottom line is that we have gone from a high year to a low year situation where we are either levelling off or in fact we are in many different provinces decreasing. So I'm not torn apart by the measure as much as the influence of what is happening at the bottom line in let's say, campgrounds and within the parks. We are different in most cases in terms of receiving somewhat decreased use in recent years.

Mr. Richard Davies, Arkansas

I'm not sure I would disagree with Ney or not but I kind of have a question I'd like to throw at him to see if I can get some help. We have a legislative tourism goal; in other words, some of our parks and maybe some of yours were created to stimulate tourism. We generally try not to stimulate anything over long week-ends and heavy use areas and try to work more in the off season to help with fixed costs. The thing that is happening to us is when the economy goes down, there is a tremendous increase in the attitude to - well, they have been sitting there all this time and you look at all those trees we can cut and - the abuse level tends to go up when the economy goes down. What is acceptabl to society and to the voters and to the politicians about what or cannot be done to a park - things that tend to disturb me - tend to get a lot worse when the economy goes down. I was curious as to whether anybody has gone through a whole cycle of that. We are just getting into it and I'd like any ideas you may have as to how to deal with that.

Mr. Jim Potton, Manitoba

I may be able to respond partially. I just want to make a statement. I certainly don't want you to leave here thinking that Manitoba's and Prince Edward Island's use is about the same. It is not. I think the stats that were shown and probably our problem is vehicle entry rather than day use. One of the things that may account for the continued trend in the Manitoba system to keep both day use up and camping up is we have shifted an awful lot of our transient camping. We were seeing an adjustment in transient camping to seasonal camping. Last year we had a target of adding another 300 sites. That's not new campgrounds - that's taking 300 transient sites where use was dropping and making those seasonal sites. Additionally, we are now very much into a joint tourism park strategy that's looking at bringing major investment into two or three areas, and new resorts. An awful lot of that is based upon looking at what we think those resources can handle and developing new attractions in some areas and reducing use or even eliminating some of the lesser used parks and marginal parks. So if there is one common statement, we are monitoring very very closely what our users are saying and are trying to adjust our system accordingly.

Mr. Harold Edsvick, Parks Canada

Just to comment on inconsistency in statistics which we find across the country and when we are trying to do some consistent planning, it is almost impossible. Ultimately, the politicians get a little frustrated with the process, and I know in the case of Parks Canada, the Auditor General, in his overview of our activities, began to say - "When are you going to get your act straightened out?" Now you can use statistics lots of ways. For example, my favorite is the 450 visitors to Glacier National Park in 1962 and the 450,000 in 1963. That was the year the Trans Canada Highway opened. But we actually did quite well that year as we counted those 450,000 visitors also at the YOHO gate which was 90 miles down the road. So our visitation went up by 900,000 that year and this was good budget talk at the time, but certainly was inconsistent in the figures.

Just one last comment on Donn Cline's violence in the parks. I think what we've been reading this summer on ghetto blasters and the way they have been handled in New York, for example, is an illustration of the kind of problem we are coming down on - putting them down in one sector of the park.

Broadening the Constituency of Parks - appealing to minorities, their needs and wants.
Chairman - Mr. Lynn Burris, Kansas

I want to express the sincere appreciation to serve as moderator this morning at such a historic meeting. I am very much encouraged by the tremendous communication involved during the last few days, particularly this morning and I encourage it for the balance of the day. Because as we share, we grow and we broaden our horizons. And for that I am very appreciative. We'll continue the discussions this morning as it relates to the future trends, our constituency and the broadening of it.

U.S. Point of View - Mr. Paul Pritchard, National Parks and Conservation Association

It is a privilege for me to be with you this morning and to enjoy the wonderful hospitality of Canada. This has been a fascinating period for me this past few days. I have attended the Centennial celebration and the meetings. I must tell you that I am deeply impressed by the work that the Canadian sister park agencies have put into this and I want you to know that I will take back a great deal of deep and abiding knowledge from that experience. I assume my position here having lived in Washington for over ten years, is to bring you the wisdom of Washington. I somewhat describe Washington as 50 square miles of fantasy surrounded by reality.

Now, let me tell you a little bit about where I come from; that is the National Parks and Conservation Association because I think it is imperative that you know that what we are really talking about is definitions of minorities and constituents. The National Parks and Conservation Association is somewhat similar to the National Parks and Provincial Association of Canada. The Association, a sister organization, was formed, I believe, about twenty years ago. The National and Provincial Parks Association is a little bit smaller but as far as I am concerned, just as vibrant and exciting so I am trying to apply both to Canada and the United States. Ours is 66 years old, over 50,000 members and a $2,000,000 budget. What we do is lobby on behalf of the parks. We represent the dollars, the concerns, to get the appropriations. We are concerned about creative approaches to park protection and planning. We are working to get different approaches and we'd like to work with others because what Steven Mather, the founder of the National Parks Service in the U.S. said, when he established that service, was that really the state parks were where the great support

for the national parks would be. Our Association believes in that and I would simply tell you that it is our bound and duty to be involved in the decisions of the Park Service. We did this for the first time this year and we are very pleased that Director Mott is the new Director.

We are also working on something called the National Parks System plan which we hope will include a component dealing with state parks. I hope if you are interested you will keep in touch with us. The report will be finished largely this coming summer -next year - but it is from this report and the staff work that I take many of the statistics which I have for you here. Those statistics will be of interest to you - most of them are very current - and I'll try to be as specific as possible. It seems to me though that the topic of minorities in constituents requires a great deal of focus for a few minutes as we think of definitions and pronounciation, if you will.

I am reminded of a joke. I don't know if you all read Kudzoo, but one time the Kudzoo asked the preacher if he would like some feedback about his sermon and the preacher looked at him and kind of thought for a minute and said, 'Son, let me tell you what I think about feedback. When I was a boy, we used to go out each morning, very early in the morning, and feed the chickens. A little later we would pick up the eggs right there while we were out there feeding the chickens. And then we would go into the house and have breakfast and get ready for the rest of the chores. And then about 10 o'clock in the morning, the chickens would give us the feedback.'

Now I think that is the issue you have to be concerned about, as I deal with this information. The feedback that I am giving you may be worth that or may be worth something else but it is information that has been interpreted and processed if you will and has, as we found by the statistics this morning, required a certain degree of your careful consideration as well as proper evaluation if you are really interested in this information. But let me deal with this question of the definition of minorities.

Really, the definition of minorities is any group that is less than the majority and that is very simply the issue I am going to deal with. I'm not going to deal with the U.S. definition of legal minority because I think that is somewhat confusing and somewhat biased as a presentation to deal with only a few and not deal with the broad perspective and mind set that we are having to deal with. In the broader sense though, minority is a mind set. It is an attitude one imposed by society - a sense that you as a minority are not entitled to all the things that everyone else in society receives. It therefore creates a sense of insecurity and this feeling of unequal treatment can be caused in part by prejudice,or can be caused by lack of knowledge, by the majority or by the minority. Minorities are growing also and historically, the United States and I assume Canada also, are nations of minorities.

It was the Protestants who came over who felt that they were minorities in France and other countries; sometimes the Irish came over as they felt they were minorities; the blacks came - today it is the Asian communities that are coming. So there really is a continuing trend to, as we call it in the United States, a melting pot. It is in fact a melting pot of minorities. Today those members of minority communities are even broader. This was brought up in the earlier discussion - they include not only the Hispanics and the elderlies, the handicapped, the native populations of which we are all growing to appreciate more, but also the special communities such as single parent families, especially the single woman with one child, and single women. The key probably is not so much what these groups are at a national level, where we look at them at a broad and compressed fashion, but rather the regional and local impact that you have to deal with re those minorities - or, the specific impact in your community.

For example, in Texas, Jim is dealing not only with a strong Hispanic community, which in some communities is actually the majority, but also Vietnamese and other oriental communities and that is true also in California - Hispanics, Vietnamese. In Florida, the Hispanic population from a different area, the Caribbean, the elderly, even

Canadians are a minority in Florida right now but they are a growing group. In our state of Alaska and in Canada, the native populations that have been minorities sometimes are majorities. In the Northwest Territories and Alaska and other places, there is a large group there you are dealing with. The solutions are what is important and that is what I am going to focus on. But I want to give you some definitions first and some background.

Solutions require that we either ignore them or we understand them. And that is what I will focus on - how to develop that understanding. The critical lesson, it seems, in understanding a minority is that you must focus on the needs and customs and expectations of those people. I will try to deal with specific groups as special groups as they have special needs, expectations and customs. One group that we put a lot of emphasis on in the United States is the handicapped group. A good source for you to go to for information about them is the Special Populations and Programs Branch of the National Parks Service in Washington. They have produced one book which I think is very valuable, called "Accommodations for the Disabled Visitor at Historic Sites in the National Parks System". I found that to be a useful document for the staff and for our own use. I won't go into a great deal of detail about that book but it is something I think provides an interesting statement on goals because I think the goal for dealing with accommodation for the disabled visitor is very critical. The statistics that apply to them also apply to other groups. The handicapped often apply to the elderly for example and in some states they are now making it possible for the elderly to have special handicapped license tags. There is a statistical skewing that is occurring because of this broadening definition, of who is disabled and who is not.

The Parks Service goal, though, is to provide visitors with the highest level of accommodation possible at the lowest level of impact on the historic fabric. It is interesting, and I think important to note, that the issue of money is not a prime determinent in that instance. I think what is important from the standpoint of our Association's concern

is that the resource not be a major determinent for the accessibility. We believe it is critical that you balance the two things - the expectations of the individual and the natural cultural resource you are dealing with. I'll come back to other elderly interests but I think Donn Cline's "Big Generation" is a relevant piece of information as we deal with the statistics.

As we look at demographic changes, separating ourselves from the handicapped issue, there is a very interesting survey that was just produced by the Bureau of the Census on surveys conducted in 1982 and 1983. From discussions with some of my friends in Canada, this past few days, I find they feel some of this information is highly relevant to your situation in Canada also. Here we are going to have to test our perceptions, our images as to what we think the visitor is. This survey dealt with 36 outdoor activities. The average visitor participated in 7.2 of those activities and I'll tell you about the activities along the way to save time. They also participated about 8% of the year the previous year of the survey. That is about one month out of the year and spent an average of $355 on their outdoor activities.

Now let's talk about the specific instances of special groups. One of the most interesting conclusions - there was no difference between male and female in their activities. Male and female populations were having similar impacts and interests in these activities. That is a major change in the past 20 years, as brought out earlier, and is possibly a growing trend.

The white versus the black - participation was eight activities for the white versus five for the black. The dollars spent by the white was $371 per year versus $211 by the black community. It was interesting that the automobile was determined to be the major cause of participation in outdoor activities. That added an interesting impact. For instance, if you had more than one car, you didn't really increase your activities that much. If you had no car, you participated in a lot fewer activities, roughly 4 versus 6 to 9 for those who had automobiles. So it is 4 activities per year for those who had no car.

Those who participated in only a limited number of activities by the way were the elderly, the poor and young people. I hope you are testing your own perception, your own image of Americans and those special group populations which I am focusing on. Another interesting statistic is that the over 60 group stated that they participated in no outdoor activities. Almost one-third of the American people over 60 did not participate in one of the 36 outdoor activities. Amazing - and the same statistic was true for highschool graduates, which is surprising to me. I think there was a problem in the way in which the question was raised as they must be doing something but 1/3 of the people claimed that they did not participate in any one of those 36 outdoor activities. By the way, it doesn't really matter where you live. Suburbanites tend to participate in more outdoor activities followed by rural and then urban, but there really wasn't that much difference between the rural and suburban on the gross level. On the specific level of those 36 activities, obviously the highest proportion of hunting, fishing and snowmobiling or ORV use was done by rural people.

Now I want to focus a little on black versus white as I think that is an important statistic in the United States for some communities. It may have relevance when you deal with other minority communities. The whites were the highest in all sports, all 36 outdoor activities, except team sports, running and jogging. Black communities had very high percentages in the following activities - bicycling, tennis, swimming, fishing, walking, pleasure driving, picnicing, site seeing and attending events. This happens to be almost the same for the elderly and young people. Again, an interesting parallel between minority groups - the black communities, blacks and young people tend to participate in the same types of activities.

Regarding blacks and whites, I would also like to mention that in the recent trends the Census Bureau found there was a widening gap between whites and blacks in terms of their participation. You were twice as likely to have visited a National Park if you were white. In the 16 and over group, including many at the disabled level, there was a

similar set of six activities; birdwatching was the highest by far, walking, driving for pleasure, sightseeing, picnicing and golf followed in order of preference.

I would now like to focus briefly on the Native American. They haven't been surveyed to any great degree but they also have very particular interests. Their attitudes towards parks are not similar to that of the white community and many of the minority groups. The information we have is that parks tend for the Native American to be a religious or community centre, burial sites or areas for group ceremonies as well as traditional hunting, fishing and trapping grounds. As a result they have a totally different attitude towards parks to those we perceive as areas of outdoor recreational opportunities.

Some vital statistics on all of this, approaching it from the money side. Some 67% of white respondants spent money on outdoor recreation activities, while blacks spent 46%. Only one third of blacks over sixty spent any money on outdoor recreation as compared to their white counterparts whose spending matched the national average for all whites.

Now let me suggest four ways to approach minorities from the information we have gathered. It begins with the critical role you accept in serving their needs. You must find out who the particular group are who you hope to serve. You have to carry out continuous surveys or review available survey information on a regular basis. The statistics I have quoted from are found in The National Crime Survey which included questions about recreation. It is a fascinating source of information that you may wish to look at.

In this survey work it seems to me that there are four conclusions that you must come to. You must create an interest in the role of the park as something that benefits the minority community. They must want to go to the parks; that is, the activities and the resources and the historic resources that are there must be ones that they identify with. So first, you've got to think about what it is that appeals to them

about your parks. Secondly, it is critical that they feel welcome, that they feel there is an invitation. Now that sounds simple but I would suggest to you that that is a major problem we found for many of the minority individuals participating in the parks. They did not feel welcome. There were not people greeting them of possibly the same race or ethnic background or interests that they felt comfortable with. The interpretive material was seldom, if ever, in their language. The welcome sign was not in their language if they had a special welcome language need or at their level of vision for wheelchairs and that sort of thing. They must feel welcome.

Thirdly, there must be programs that deal with the minorities' interests. The interpretive tours, the specific activities that you do in the park, the interpretation of the resources of the park must be related to their historical relationship or cultural background. In many cases, when dealing with native populations, it should show reverance or understanding of why they felt this area was important to them. Often times we never ask them how they have interpreted or how they feel about the resource. We must also understand their special needs; for example, we Anglos tend to accept the idea of public dressing rooms but Asian communities do not and therefore, to provide swimming pools with open public dressing rooms ignores the traditions and habits of that population.

So there are little things that affect our needs. In some parks, we provide bicycles. We never provide three-wheel bicycles. We only provide two-wheel and we never provide smaller bicycles, or at least many people don't, that can appeal to people who are not as tall as we who are traditionally from a taller culture do. Elderly people also like to be comfortable. My parents who are 78 love to ride a bicycle. They live in Florida and they ride three-wheel bicycles as they don't have to concentrate on balance and are very comfortable. I think that is wonderful but they don't feel comfortable taking those bicycles into park areas. So we must provide programs and activities and opportunities for them but don't say to them you are special and you're going to get treated over here. Make them part of the program and that is critical.

Fourthly, we must appeal to them to participate in the program. If we do not ask them to participate in helping to prepare the program and serve in voluntary capacities and also on staffs then they again get the sense that they are not being given the sort of recognition, appreciation and treatment that makes them feel important.

Well, I think the future is a very exciting one and let me conclude with a few comments. I hate to say this but having talked to my budget staff person this morning, I think possibly you are also a minority, in terms of the attitude of Washington, and let me tell you why. We are a lobbying organization and we want you to be involved in that process. In 1975, $3 out of every federal dollar spent in the United States was spent on natural resources. Today that is down to $1, and I am saying one absolute dollar. I am not talking about inflation dollars so you can play with that number even more so. The importance at the federal level of dollars for your programs has been reduced dramatically. And the problem that many of us are dealing with right now is that for in the U.S.A., and I know that this happened just this past year in Canada, the statistics are that we'll be real happy if we can get 50 million dollars for the land and water conservation side for the States side. That is compared to 75 million dollars for the last three years. I don't know if that makes you feel like a minority but I think it makes me worried about the relevance and the significance that we have in terms of the federal budget and it is going to be a decision that will occur probably by the next two or three weeks and I hope that you will all be playing a role in that.

My own perception is that State Parks are a critical part of the whole issue of the park program - national, state, local, whatever; that we cannot really separate provincial, national, state and local national park systems from one another. We must all work together. There was a wonderful statement in the book, WATERSHIP DOWN, in which Hazel, the Rabbit, who was leading the band turns to the other rabbits and says, "we must not leave one bird without befriending them, we must not leave one other animal without being true to them in our pledge, for to do so would be like leaving carrots to rot in the ground". When I read that, I

thought it was rather a simple sentence and then I realized how important carrots are to rabbits. I think that is the point we are dealing with right now - for us not to befriend all of the community support that we can, for us not to work together in all the ways that we can nation wide around the world to strengthen the very important and essential programs that you serve, would be like leaving carrots to rot in the ground.

I would conclude by just reminding you of a comment that was made by a British admiral at one point. He said "we have no eternal friends or perpetual allies; the only things that are perpetual and eternal to us are our goals and ideas". And I would suggest to you that in your work you represent truly an eternal and perpetual goal and ideal. Thank you very much.

Canadian Point of View - Mr. Alan Appleby, Saskatchewan

I am very pleased to be asked to make a presentation today to this joint meeting, this historic meeting. I want to extend a personal welcome to all of the State park directors who are present with us and those of you who I haven't met and may not get a chance to meet, I certainly have enjoyed the discussions I have been able to have with those folks that I've been able to talk to.

Well, Pauls' is a pretty tough act to follow here. As a lobbyist, he is obviously very effective in his job. I want to talk a little bit about broadening the constituency of parks. I'm not going to try to give you an overall thesis on the topic. I just want to make a few comments - a few points - some of them I may cross trails that Paul has already blazed here, but I don't think anyone will mind that too much. It is more to stimulate your thinking and discussion than to have me make some absolute statement.

From our perspective in Saskatchewan, the idea of minorities is a common one from every point of view, I suppose. We are considered a minority in the sense that we are a small population of people and have a relatively small park system. Within our province we have 56 recognized cultural minorities; that's within a population of one million people, so as you can see, even in that small pool of human beings, there is a tremendous amount of diversity and I suppose just about anyone could identify themselves as belonging to a minority group of one type or another. That's probably an important thing to think about - this falls on what Paul said - it's very difficult to define what a minority is if it is anything less than majority.

I would like to talk first of all about some broad groups of minorities. I'd like to try to classify them in a very general sense and make a few comments on what they are and then talk about some of the program things that are happening, specifically in Canada, and then make some suggestions as to approaches we might take to deal with questions of minorities in our planning and parks program. First of all, in terms of groups, I have outlined five major groups of minorities that came easily to mind for me - the first are social minorities, and Paul has referred to these in his presentation. Those with mobility impairment, sensory impairments, medical conditions, people who are handicapped for one reason or another. It's a large part of our population - it is a part of our population that I think we are just starting to recognize in park and outdoor recreation programs. Another one that is particularly important, I presume throughout the United States, the Melting Pot as it is called, and certainly in our province as in the rest of Canada, is ethnic and cultural minority - native people, Metis people, various ethnic people who have come to this continent from outside and who have made significant contributions and still continue as individual communities to make significant contributions to the life of the place we live.

Another fairly obvious one is religious minority. I think Paul did an apt job of bringing out some of the points in that matter. For instance, in Saskatchewan, we have a lot of Hudderite colonies, people

of another religion who live in a colonial mode and we do sometimes see them in such places. I know this summer I travelled to Toronto on my holidays and I was visiting the Metropolitan Toronto Zoo, and in the middle of the African pavillion with its baboons and great tropical rain forest and so on, was a group of about 30 or 40 people, who were of the Hudderite or that type of religion. I wondered how well they adapted to the types of programs that are being presented to them there, as it certainly looked like they were not designed to be translated directly to them. Another type of minority that has come up today and from several speaker's points of views is age minority and I think that came out very well in population profiles and the changes in population profiles. Certainly the one we are probably looking at with the greatest interest right now is what is called the big generation, but I think we need to look at that whole pyramid and how that pyramid is changing. The minorities are the smaller pieces at either end or in the middle or wherever they occur. And in relation to parks specifically, we have minorities that may be different generally from the general population because of the specific limitations that we place on access or because of the perceptions that we give to people as to whether or not they are able to enjoy our programs. So, in fact, we may create our own minorities in some respects.

The only minority I would like to mention briefly is recreational minority. There is a broad spectrum of recreational activity going on in our parks. There are some continuing minority uses of parks which nevertheless may have very vocal interest groups making representation on their behalf, but of course we have new recreational minorities developing all the time. I think the problem for us, and this will help sum up the categories of minorities in general, the problem for us is to take a look at the trends and to decide whether what we are dealing with is a fad or a trend. I think a lot of you can look back over your experiences with parks on different types of activities, different types of recreational outlets that have been developed over the many years, some of which were very much boom and bust. I think during the boom phases, these put quite a bit of pressure on your park facilities and it is obviously a difficult decision for you to make up your mind to what

degree you cater to that type of trend, to that minority developing.

Just to run through a bit of an inventory of the kinds of things that are going on and some of these things will be relatively mundane. In Canada, with respect for instance to disabled groups which is a social minority, you are all familiar with the increased accessibility idea for physically disabled people and in some cases, sensory impairment. I think most of us have been involved in programs to develop boardwalks - Al Davidson referred this morning to what has gone on in Johnson's Canyon. We are seeing a whole new era I think in the design of park facilities that center around providing access to all types of people - viewing towers ramped for wheelchairs, bus service for people, clearing view points to make sure everybody gets a view. It causes some changes and it sometimes causes conflict with what we thought was the basic point of having that facility. It sometimes costs us more money. It sometimes causes us very specific design problems in terms of materials and the size of the project.

Within Saskatchewan we have tried to address that. We did have a mobility-impaired staff person who was attached to the department for a one-year period who did a complete assessment for us of all our facilities and pointed out where he thought we could make improvements and where we could plan to include impaired people in our program. We have been working within the limits of our capital budget and programming since then to try to bring those up to par.

In terms of age minorities, that is an interesting one and obviously that is one of the ones I think is a trend - a trend in the long term. Because of this, rather than using the term population pyramid, somebody will have to invent a new term for the population diagram as in a few years it is not going to look like a pyramid at all - some type of spindle I suppose would be appropriate. Seniors now for instance are an age minority. They may be an age majority some day. They may also fit into other minorities and here we run into the complications of trying to define things under strict classifications. Many seniors are limited in their mobility; in other words, they fit

into the category of people who have physical disabilities, can't walk long distances, may need wheelchair assistance, may be visually impaired, may be hearing impaired, etc. Seniors may also be financially limited, living on fixed incomes, in a society which sees a constant rate of inflation although thank goodness, not as high as it was a few years ago. Therefore we may find seniors not only represented in an economic minority and that is something I haven't addressed myself to.

The other thing about seniors of course is that they may have lots of time for recreational and leisure activities if they are able to participate. Very often through a lifetime of experience they have a significant interest in what we are doing. I think the kinds of programs that have been carried out in Canada have probably been echoed in the United States - free access, free day use passes, free camping in some cases, free fishing licenses and certainly a variety of programs like that including special events for senior citizens. This year we had Victorian teas which catered to seniors. We have had special bus tours and arrangements with the tour companies. I know in other parks they have tried to tailor programs to seniors.

There is another variety of age minority and one that also fits into other minority categories. These are the youth of our country. This is a group which in our system, according to our studies, are under-represented. A lot of the family campers would say, good, keep them under-represented because we don't want the ghetto blasters and the beer parties going on all night. Nevertheless let's face it, here we are looking at another trend. Here is the group that will be family campers in ten or fifteen years and will be the senior citizen in forty or fifty. If those people are not being brought in as park visitors, if they are not given the kind of information and not given the kind of feeling for what the park is and what the park programs can be to them now, what kind of park users will they be when they are a park family or a senior citizen? So I think youth is certainly important. Youth is, to a large extent, the one involved in the recreational minorities - the people who get caught often into the new recreational fads, who find the new things interesting to do and exciting to try out.

Cultural and ethnic group initiatives is one that I am not going to say a lot about. I did make a few comments before. I know there is a very good program going on now in Regina, which is the capital city of Saskatchewan, where they have started what is essentially an inter-city program but which I think will give us a lot of interesting insight of how to deal with cultural and ethnic minorities. There they are dealing largely with urban native populations and trying to see what they can do to involve those people more in the recreational community through programming. They have created a network of community centers and through that have hired specific co-ordinators to address the problem. They are developing specific program services and in fact they are even going to reduce fees since many, especially of the urban ethnic and cultural minorities are also people who are economic minorities in terms of being the poor.

In terms of recreational minorities, of course we heard a lot about freedom machines. I'm not sure if they are the minority or the majority now. I sometimes wonder when I am out walking and I am surrounded by trikes or 4 x 4's. However, the interesting thing to me about the recreational minorities is that again we've got this difficult dicotomy. Some of the same people who are getting in those 4 x 4's and getting on those trikes are doing it to get to the same place as the people out hiking. It is obviously a different way of getting there. Sometimes maybe they are the same people, maybe it's part of this plunge mentality where you jump into something and do it in a big way for a short time. So we are having, through that, some very specific conflict uses.

Just to wrap up, I would like to just mention a few factors that I think are important in a discussion of dealing with minority groups in a park system. A few catch words, a few thought joggers with respect to how we address the matter. The first is one of attitudes and that may be the most important one of all. In the past, many of our programs have resulted from public pressure. They haven't resulted from us having an attitude that looked for and looked at those minority groups in a positive way. Because of our attitudes or because of all the other work

we had to do, or because of whatever reason it happens to be, we often found ourselves accommodating them rather than planning to do that. Obviously my next point is planning and that is crucial. Paul, obviously, is someone who has taken a good look at the literature. Certainly I would like to talk to him after this meeting and get some more of the specifics of the references he had to help us in our planning; planning for minority groups we have to deal with or should be dealing with; planning for how we are going to deal with those minority groups and the specific things that need to be done. I think what comes out of that planning process, or is part of that planning process, is my next point, which is communication.

I don't think there is any way that we could or should be dealing effectively with these minority groups if we are not communicating with them. They are the only people who can tell us what their interests are. Whether they are interested in our parks, in our programs, or in what we are doing. In some cases it may be feedback like the chicken coop but but in most cases I would hope that most of the feedback would be in the terms of eggs and what we hatch would be a more useful product for us. As part of the communication process, my next point would be that we need to specifically get into forms of education. We need to educate not only the minority groups as to what is possible and what is not possible because as other people have said, not all things are possible.

Perhaps in a park system we can accommodate a much broader spectrum of activity but certainly within an individual park not all things will be possible. So, we have to educate our minorities as to what they can expect. We also have to educate the general public in terms of some things that they may wonder why money is being spent on particular minorities that they may not be aware of at all. We have, of course, also to educate our own staff, as Paul says, how to welcome those people, how to make them feel that the park is a place for them and a place to come back to.

Finally, because you have to do it sometime, and it will take money, you've got some very hard choices to make because special

programs usually mean finding special dollars. It is something in a time of economic constraint that will be very difficult for us to decide which minority group takes precedence, which minority we can deal with, to decide if in fact it is a minority that's going to be there or if its a fad that is going to buzz away. Those are the kinds of things that we are going to have to deal with. We are going to have to look frankly at whether it is cost-effective in some cases. There may be minorities that unless they can help us and we will be talking later about volunteerism and co-operativeness, unless they can help us more specifically we may not be able to do things for in a direct way. For some groups, low cost programs are the only way they can participate. Can we afford to subsidize those special groups?

Those are just some of the questions that crossed my mind when I sat down to think about the problem and I hope they will help to generate some conversation today. Thank you for your attention and this opportunity.

Friends of Parks - does friendship just happen or can it be directed?

U.S. Point of View - Mr. William Briner, California

I want to talk a little bit about what we are doing to generate friends for parks in California. We think it is terribly important. I represent California's point of view and if it carries across some of the other states, then fine. In our park system, we cover the broad spectrum of the traditional parks with the tall trees. We have historic parks, underwater parks, we have wilderness preserves and some fabulous historic parks. So we are into basically preservation and also attempting to meet the recreation's demands of our 65 million visitors. The three most important attributes of putting together friends of parks starts with attitude. The second most important part is attitude and the

third is attitude. All the way through if your employees, your kiosk workers, the secretaries, the maintenance people, the rangers, do not have the right attitude, you do not have friends in parks. That goes for the volunteers and it has got to be recognized in the individual when a person comes to the kiosk and says, "Hi". The person in the kiosk smiles, and says "Glad you're here. Let's go from there", not "Oh gosh, it's another one". But as to cultivating friends, the question I guess is why? Increasing costs? Population growth? Our resource is there. We can buy more land but we still have an infinite resource and our population is going to continue to grow. So what are we doing in California to try to help that trend and try to bring people to our parks?

I thought rather than go through a detailed statement which I think is somewhere in one of your handouts, I would go into a little more detail as to what we are doing in a couple of specific areas. We have things that bring people to our parks. I guess one of the things here that helps keep people away is the grizzly bear. In California, we have earthquakes to keep people away and we have a lot of them. However, we are changing that image and one of the things we did was look at promotion, advertising and marketing. Tourism, yes, we have an office of tourism in the state which is well funded but we have a responsibility for much of our own promotion.

It's all a matter of perspective I guess. My support budget runs about $123 million and I have another $150 million in capital in grant programs. So we think in big numbers but when we got down to spending some of the little numbers in our marketing program, we ran out of money. I couldn't produce a calendar so looked for help and received it from S & W Fine Foods who underwrote the cost of placing a California park activity calendar in Sunset magazine. It contains the specifics for listing our park events but the big thing to us is the little note at the bottom - S & W Fine Foods. They paid for it. We went and got them. It is not an endorsement of S & W Fine Foods but we were pleased to receive their friendly support.

We wanted to develop more in our support of volunteers. Our volunteer program is big. We have some 75 private non-profit corporations in the park system. Each one of those represents a park or maybe a group of small parks, but basically it is one park. Last year they raised over $3 million of cash. That money went directly into that park - it didn't go into Sacramento, it wasn't generated by tax funds, it didn't come out of the general fund. The cost for us to do the amount of work that the $3 million would do - if we had the $3 million and we went out and tried to spend it, say build a visitors centre, which is one of the projects the volunteers are doing for us - we would probably pay $5 million to do the same work if it goes through the state system. If you can go out into the private sector directly with the money, raise the money locally and use the money locally, you are going to end up with a much better constituency, not necessarily a better building as it is going to be the same building, but it's going to be money better spent. We are finding in California, with a little Seed money and a little movement out there collecting these dollars, we can do so much more. It doesn't change our position on preservation of our historic, cultural and natural resources or our scenic vistas or it doesn't change our position of meeting the demands of recreation in California.

One of the programs that we decided to put together and spent a couple of years trying to promote it, finally came together quite well. We call it "Pop into a Park". What we did was try to get to the non-traditional park users. You see, I am already 180 degrees from Florida. We are promoting parks. We are promoting people into the parks and especially the non-traditional park users. You have heard about the minorities, the ethnic groups; that group is one of them. How do you get to that group? They are important. They are very important for us to get into park areas. Our rangers are 80% white, male Americans. Our department does not represent the broad spectrum of people that live in California. Half of Southern California is Spanish; 50%; we should have 50% of our rangers in that group male and female, blacks, on and on. Well, we are doing a lot better in order to get them into the parks to find out what a park is.

Two weeks ago, I went to Los Angeles to help dedicate a new phase of a park. It is called Baldwin Hills. It's a long-term development started some time ago and which will eventually be a 1100 to 1200 acre park. As the oil under the land is depleted, we take over the land and make it into a park. In opening that park, we introduced running water in several lakes and put in fish. Then we got the constituency - within a 10 to 15 minute drive to come over - predominantly black and they were fishing in downtown Los Angeles - something unheard of. You couldn't even conceive of it ten years ago that you could fish in downtown Los Angeles. We talked to the constituents that day and said, "do you know what a State Park is?", and they said "No". They don't have cars or transportation to get to the beaches or to the great State Parks that we have. So we have to do something about that - we have to get them oriented mentally to get to a park and then to the young ones to get the thought that they can get a job in a park system. You don't have to be a white and a male - you can be black, you can be female, and you can be Spanish.

So we got together with a couple of organizations - one is Post Cereals, Children's Division, and Pacific Bell. Pacific Bell is mailing out in their monthly bills for tne next three months a flyer about "Pop into a Park". That flyer is being mailed to 7 million households in California. I couldn't afford to do that. The cost to me is just astronomical - the 22 cents stamp, going to 25 cents, putting the stuffer in, mailing it, getting the list, putting it together. I couldn't do it. They can do it; doesn't cost them very much at all. This program - total cost is about one-half million dollars, maybe a little bit more. It sounds big but it is not much when you go to Post Cereals which is a national organization. In California, they are putting together in every shopping centre grocery store, for the next ninety days, September, October, and November a big poster of their cereals featuring "Pop into a Park". It tells how you can get reduced or free entry into a park and how you can benefit by going to a park.

Now, to carry it a little further. We wanted to get into the schools as the minds are open in the 4th, 5th and 6th grades. We are

looking at that 5th grade group. We have sent out overall, to all of the schools in California, requests to see if the teachers would want to pick up a packet that they could teach the children of that age group about the environment, about how, when and where a state park is, what it means. The response was just phenomenal. We expect to reach between 150 - 200 thousand students. We originally printed about 5000 copies and we are doubling that now to get it into the schools. The response was so outstanding - it shocked us. They are crying for this type of information at that age group in the schools. It is also something that we have been trying for two years in our human rights office to get directly to the non-traditional park user. It finally came together. To help promote it we created a new logo - you have your Boomer; we have our Callie, short for California, Callie the Whale. His picture shows up here on the front of this and it is obviously in costume like Boomer. He is in major shopping centres, major events, whether it is for the school kids or the older people. He is going to be there. We even got the Governor into one, in one of our state parks.

Jamieson Parker, the good looking blonde guy in Simon and Simon. He did a public service announcement for us, at no cost to us. He volunteered. He put that together and that is out on the market. What does all this mean? That we have friends, we have lots of friends in the park. Our last bond issue, $370 million was the biggest in the history in California of bond issues which started in 1927 at $5 million. This one in June, 1984, was passed by 62 1/2% of the voters in California that voted. That is phenomenal. It shows how the image that we put across is there, our friends are there, and it is attitude, attitude, attitude. Our people are enthusiastic, they are charging hard to ensure that the parks system in California is the best and it is best because of that attitude.

I flew up on Western Airlines. If you want to pick up the September issue of Western, there is a little story in there about "Pop into the Park". That is the type of promotion we are looking for. We think it is terribly important for us to get to that constituency, to get the friends and I think that California has done an outstanding job.

Canadian point of view, Mr. Jim Potton, Manitoba

To talk about volunteers and public use in parks, we spent a great deal of time asking the public and those who use the parks. In the Manitoba situation, we haven't spent a great deal of time building volunteers. In the paper that I'll be talking to, I'm not going to be talking to the Manitoba situation; I'm going to talk to the Canadian situation. I am going to give you a very brief summary. I sent a questionnaire across the country and attempted to get a feel from each agency about what their feeling was and what they were doing with volunteers.

So, let's take a quick look at what is happening with volunteerism across Canada. What I am going to do is make a few opening statements and attempt to summarize a little bit of the discussion. I can lump the agency responses into three categories. We had 14 agencies responding, and you say how can that be? You have ten provinces, you've got two territories, you have the federal government. I also went to the National Capital Commission as they have been doing some interesting things, so there are fourteen agencies, quite evenly split among the three categories.

Five agencies claimed to have recognized volunteer programs and coordinators. Five said they didn't have any official programs but they had some ad-hoc programs. Four said nothing - they weren't doing anything. Therefore the results of the questionnaire are rather interesting. I think, of particular interest to us in this room is a paper that is going to be prepared from the Canadian Assembly just dealing with volunteers. I also hope that a combination of what we've said on those questionnaires, what the results have been, what we are hearing today and what comes out of the assembly, will cause some of you to think a little differently about what you are going to do in the future.

What I would like to believe, and from what most agencies said, is that we really have had friends in parks or outside parks for some time. It is however relatively a new phenomenon in Canada. Only one agency can boast having an organized friends and park program for any length of time and that is Parks Canada. It is a totally new concept. One of the questions asked, 'Was it a change in the perception or a change in the relationship?' Some agencies seemed to feel that perhaps it was a better understanding of the relationships that we were getting into. I think the rise of the new cooperative spirit, for whatever reason, seems to indicate that there is something happening beyond the mere passive enjoyment of parks that most of us have seen in the past. We are seeing organizations and individuals who are actively wanting to participate in the pursuit of preservation, in education, in recreation and in the provision of services to the extent that we have never seen it happen in Canada before.

We asked agencies how they defined friends of parks and 12 of these 14 said , 'we define them as co-operating associations'. If you tally that up, you will find it doesn't come out as 14. Our visitors service staff are not mathematicians or statisticians but they certainly do a good job in communicating. No, it indicates some agencies felt that there were a variety of categories that they would fit friends of parks into but I think the important one is 12 of the agencies said friends of parks are definitely co-operating associations. Two of the respondents said they would limit friends of parks to the community at large and I think that says something about their relationship in terms of whether the agency had an organized volunteer program. Five do.

Where do you expect friends of parks efforts to impact? We asked them to check one or more. Thirteen of them said we expect to impact in our park programs. Some expect to see it impact on their lobbying support, some indirect funding and a variety of others.

I want to hit on what I think are some of the key ones that come out of this survey. What type of support do you provide the park

volunteer? Generally, direct support is not financial and I found that somewhat interesting. Existing financial compensation is to provide incidental expenses. If there was some money, it seemed to be going to that other than those that were providing seed money. Again, keep in mind, that this was from the agencies and not from the volunteer organization.

Let's jump to how volunteer work is acknowledged. The majority of them said a thanks, a handshake and a number of other reasons. One of the very serious concerns is that of liability. We thought we should at least ask to see how many agencies are concentrating on it. How is liability addressed? Five of those said it is covered but look at the number who are not even concerned or have not stressed the liability. Gentlemen, let's be careful. We're liable to end up in a great deal of problems and I think some of those agencies who have just gotten started are wisely concentrating on that liability aspect.

Do park agency staffs perceive volunteers in their midst as useful additions, in the way, or doing work that requires an employee? Nine of them saw them as useful additions but a few of them found them to be in the way or perhaps replacing work that they intended their own staff to do and I think there is a danger in that.

Does any park in your system have a co-operating association to assist? Here we asked them to identify how they were really using them with some rather interesting results. More importantly, we asked how many co-operating associations. We found based upon this we have 36 across Canada. Parks Canada has 25 of them. The rest of us, as I say, are just learning. Parks Canada has been dealing with co-operating associations for better than ten years.

We also asked the agencies to give us their reaction - a write-in one. We asked them both to identify if they could summarize what they think is the most important contribution that co-operating associations of volunteers could make. The response was, it provides services or opportunities for the public not normally provided under agency budget

and done better than possibly by the agency; I think we are finding that this is the case.

Then we asked them to make a summary statement about their greatest concerns and I just underlined a few that popped out. Volunteer misuse is a concern. There is a public trust that might be violated. There was a feeling that we were giving away that public trust. The relationship with unions was a concern obviously, and there were other interesting responses.

From that I boiled down to what, at least in my mind, seemed to represent ten points of concern in volunteerism, for parks, from the Canadian agencies. I can read into these after hearing the California presentation that attitude, attitude, attitude has to be built into these so I would perhaps add that. The goals of volunteers, individuals and associations, should be the same as the agencies, to serve the public. Work must be meaningful for both volunteers and agencies with beneficial apparent results. Let's not give them the menial jobs. The best projects for volunteers are supplementary to required agency staffed roles.

Volunteers should not be regarded as cheap labour, rather as labour which can accomplish goals which an agency can't by itself and it is surprising how many of the respondents stressed the need for the professionalism. An established agency will help head off many potential problems in volunteers' roles, staff union relationships, liability and conflicts of interest; so develop the policy first. I think that is the role that Alberta seems to be taking whenever they move into something new. Get the policy and the legislation into place first; don't do an awful lot of piloting. Start small and build gradually. That seems to be a real concern that came out of the workshop that Parks Canada hosted last year. They emphasized start small. They also emphasized not to expect immediate results. It is going to take a period of time. To facilitate and expedite this program, a full-time position is required, not an add-on to an employee's workload. Don't grab a staff person and say - got another job for you; won't take much of your time; just want

you to get some co-operating associations started. If you are going to go ahead with it, those who have met with success tell us that they hire someone, make them fulltime and they are beginning to see results. As much as possible don't involve an individual or an association in bureaucratic paper work. It quickly takes the fun out of volunteerism. Don't expect something for nothing. The benefits of associations are many but they don't just materialize. The agency will have to give time and money to reach the full potential of co-operating associations and volunteerism.

Keep private business operators in parks slated for co-operating association programs informed at all times. They feel threatened when they hear that an association is setting up sales outlets and this applies to staff, this applies to staff, this applies to unions, so keep those doors of communication open. I hope those ten points are useful and as I said, if you use just one of them, great. If you review the works that have come out of the Assembly and see the recommendations that go forward, you can see the sort of emphasis that is going to be placed on volunteers.

Discussion

Mr. Don Davison, Minnesota

I have a question for Bill. You people are doing a fantastic job out there of getting the private sector supporting the parks. What kind of staff do you have out there dealing with the private organizations, getting money for your printing and promotional part? I am sure it is not a part-time duty for the naturalist. How do you handle that?

Mr. William Briner, California

My marketing staff is a total of three people. I do have people, obviously, in publications and other directly related areas but the main

thrust is handled by three people. One is a high level assistant, a Deputy, and the two other people are strictly into marketing. It's really 2 1/2. One-half of one of the persons is an information writer. What we have done is work through private advertising firms to generate the corporations rather than go directly to the corporations themselves.

Mr. Doug Eiken, North Dakota

Bill, was that an initiative? How long previous to the time you started did they have this marketing staff or is it something you have initiated?

Mr. William Briner, California

It is something that I brought in. We had our public information officer, the traditional person to put out press releases and send him to all of the newspapers, but this is the first time we have actually encouraged marketing.

Mr. Bob Bendick, Rhode Island

I think this perhaps addresses the previous panel a little bit too. I've been listening to a lot of things about sort of changing trends, changing family and age structure, minorities, access as being an important factor on parks; pressure on the other hand makes other people frustrated by lack of use of parks and something that has not been brought up is the bankruptcy of many local recreation systems. About ten years ago there seemed to be a big trend in our country to develop hybrid recreation systems such as the Golden Gate Natural Recreation area, Gateway in New York, other similar kinds of things that seem to address these problems by bringing both the state and federal park systems to the cities where the people are, diverting some use from more fragile areas in the outlying areas and responding to minorities to access problems, to all sorts of things like that. Certainly in Rhode Island we are almost one metropolitan area. We have had tremendous results from improving state parks in the metropolitan area by attracting more people but the whole thing went bust. The federal government pulled out as did the state agencies; I hear a lot of them now talk about filling up campgrounds and building resorts in the

country, which seems to be what the private sector might be able to do and yet there is no one to step into the metropolitan areas. Nobody is going to do that for profit. What happened? Why isn't this working? Why did everybody give up and what can make it happen?

Mr. Paul Pritchard, Washington, D.C.

Well, I think it is a very interesting question you raise. I think part of it was the budget reductions. We were working, when I was the Deputy Director of HCRS, with $800 million for land acquisition and this year we are talking in the $100 million to $200 million range. Those are not relative even to inflation. The major problem with the Gateway, Golden Gate and all those national recreation areas that you were referring to in our urban areas is acquisition. We are still paying off Santa Monica in California for example which could cost us, if we were able to buy it all, a billion dollars. That's part of the major problem - the dollar cost. The need is still there though and let me suggest that one of the things we have done is publish a book called THE GREENLINE PARKS which those of you more familiar with the British system will appreciate. We will be sponsoring a conference we expect later on about this time next year about the preservation of areas without necessarily owning them. We have identified about 55 of them in the book called THE GREENLINE PARKS around the country and they are largely in urban or suburban settings than they are under areas of great pressure. So that is about the only solution I see except what the Presidential Commission on Outdoors in America comes up with.

Mr. Bob Bendick, Rhode Island

Let me make one quick comment. We believe in a co-operative effort, whether it be city, county, or a special district and the state. We funnel a great deal of our money through grant programs directly to organizations that will establish urban parks. The state does not believe that we belong in the urban park business so we are helping tremendously the local entities to do that.

Mr. Donn Cline, Alberta

Mr. Briner, what are you doing to promote your friendship among

the people you impact outside of California, particularly the other states around you?

Mr. William Briner, California

We treat the visitor to the park system, whether they be from Canada or New York, the same. So we do not, like Oregon or some of the others have done, put an additional charge on a visitor although we have had a great deal of pressure to do that. But we refuse to do that. It would be ludicrous in our viewpoint. I think by generating the right attitude through the employees and the friends, we are attempting to generate friends all over the world. We have a great constituency that comes in from the Far East. It is amazing and while we don't participate in the tourism conferences in Japan, we have been asked to as there has been a great desire to have tours just to our state park system. We find that rather fascinating and we are taking advantage of it through the office of tourism, but that doesn't change our position and our missions in the system itself.

Mr. Lynn Burris, Kansas

In terms of wrapping up, I want to thank the four speakers for their fine presentation. In the exercise of fairness, I just want to give Ney Landrum from Florida - and Ney, while you were out, there were several shots taken about the elitist Florida system. In view of your presentation and our role this morning concerning the broadening of our constituency and dealing with minorities, I would just like to have you respond to that comment. What is Florida doing to broaden its constituency?

Mr. Ney Landrum, Florida

Well, we don't have any. But I would like to make a suggestion to either Paul or Alan that when they talk about minorities, please include me. Thank you.

Theme B

Park Management Techniques

Chairman: Mr. Ron Sutton, Virginia

Privatization: a plus or minus to park management?

Minus: Mr. Don Davison, Minnesota

The first time I recall hearing the word "privatization" was at the 1982 Provincial Park Meeting in Nova Scotia. Apparently, the word originated in Canada and is now working its way south into the States. Several dictionaries were checked for an official definition but it seems even Mr. Webster is not aware of the word.

For the purpose of this paper privatization is defined as: "The contracting of park services or facilities to an individual or corporation for development and/or operation." This can include the contracting of an entire park operation.

The word may be new but the process is as old as our park systems. It has been used and continues to be used, with varying degrees of success. Privatization is now being looked at by many top government officials as a solution to all our budget problems. They see that it removes the burden of personnel and capitol investment from the park budget. If you are not involved in privatization you will be, so let's look at some of the problems in this "new" process.

Concessionaires are in the business to make money. They provide services and/or goods to the park user as a business venture and must realize a profit to remain in business. Their top concern is in the profit, and not in the park or its objectives.

The management and operation of parks, for the most part, is not a profit making business. Some services and facilities can produce a profit, but they are the exception. Most park systems today generate only 10% to 40% of their operating budgets. Why, when we consider privatization, do we first concession out our few profit producing facilities? If the concessionaire can make a profit why can't government?

Think about the types of activities we concession: rentals, campsites, gift shops, food services. The profits from these operations should be part of the total park income and should be returned to the public and not to a company or individual.

Before you think about a concession agreement, look at your operation. Are you running the facility as efficiently as possible? In complex operations consider contracting with a management company to carefully analyze your operation and suggest ways to improve efficiency. Look at the possibility of hiring a professional facility manager and continue to use park employees and keep the profits. Why settle for only a portion of the profits when with proper management you can have all of them.

Another problem with privatization and, in my opinion a more serious one, is allowing concessionaires to make large long-term capitol investments in a park system. (For the purpose of discussion let's define large investment as $10,000 or more and long term over 10 years). Investments of this type, regardless of how strict the contract is written, imply a "possessory interest" and give the concessionaire economic benefits from improvements to a facility.

Politically, it is difficult if not impossible, to oppose. Here is Mr. Goodguy standing at the park gate with the local politician and bags of money saying, "Can I help you?" The public is demanding more and better facilities and private funds are available. Any good creative manager would jump at the opportunity!

It may be a short term solution but you can be assured it is a long term problem. Ask the National Park Service. They have played this game and are now considering buying back concession built facilities.

A third concern is that of lack of control. When the park operates the various activities mentioned, we have complete control of the quality and type of services offered. When these activities are concessioned, no matter how tightly the contract is written, we lose that control and total freedom of operation. Poor service is a reflection on the park, not the concessionaire.

Any governmental agency that has made a commitment to a park system must accept the financial responsibilities to acquire, develop and operate that system.

Any private entrepreneur who wishes to acquire, develop and operate recreational facilities should do so on lands under his/her ownership and total control.

We must realize that the public and private recreation systems must work together to serve the public with different recreational experiences, but they do so with different goals and objectives.

In spite of these problems privatization not only continues but will accelerate in the coming years.

Politicians view it as an excellent method of solving budget problems and political decisions always override good management decisions.

If you are not into privatization now, you will be, so it is important that we share our knowledge and experiences. If not, the future of parks will be determined by concessionaires.

Plus - Mr. Norman Richards, Ontario

As Don mentioned, the first time he heard the term, privatization, was in 1982 when they had a conference in Nova

Scotia. I remember the situation quite vividly. Ney Landrum was asked to present a summary of the discussions that had gone on during the last three or four days, and he got up and he said I learned a new word, it's called something like privatization. And he said, I don't know what it means but somehow I think I am already doing it.

All I can say, Don, with respect to the position you have just taken, is that I must admit I agree with everything that you say. The only problem is that you are wrong. It is easy for you to get up here as the typical parks director taking a very typical parks director stand and talking about the negatives and the minuses of privatization, and beefing about it and then you set me up as the politician with the advocacy role here. Well, believe me, as a politician, I know that privatization is the greatest thing since sliced bread. We talk about protecting our sacred trust. I know that we can protect our sacred trust and at the same time use privatization as a viable management option. Let's just talk a bit about the definition. There seems to be some differences of opinion. You mentioned you heard it first from us in 1982. Well, you are right out to lunch already because we don't even use the term in Canada anymore. We talk about contracting out services. As far as privatization is concerned, when we talk about that, we talk about selling something or divesting our interests; for example, selling a government or crown corporation to the private sector. What we are really talking about right now is contracting out services and there are three areas which we refer to here.

One is individual service contracts and I know in Ontario, we have several hundred of these - garbage pick-up, rental of equipment, etc. The second area is whole park contracting and this is where we run into great problems, especially with the unions in the province of Ontario. To date, we have contracted out eighteen whole park operations. The third area is capital

development and management, asking the private developer to come in and, for example in Ontario, we are looking at two projects right now - a proposed seven million dollar resort in a provincial park which is a first by a private developer and secondly, the development of a campground by a private developer within a provincial park.

What are the reasons for contracting out? In my province, there are two basic reasons and the first one is now necessarily to save money. First, it is a government thrust and now it is a government policy. It is part of a de-regulation program. It's part of having less government. We want to see the private sector more involved. The second as an efficiency strategy, it is a management option. We try to go through various stages here when we are confronted with, what we call, the grunt stage - budget constraints. The first thing we do as Don says is ask our park managers - "are you operating that park as efficiently as you can" - and "maybe you can tighten up just a little bit" - and from there the next thing that we do is we start investigating with individual service contracts. The next step is to look at contracting out the whole park operation. The next step is to look at self-serve and finally, close the park or what politicians are famous for right now, is maybe transferring that park to another agency if you are lucky enough to find one that is willing to take it over.

Very briefly, just mentioning some of the pluses of contracting out, there is no doubt it does save dollars. In Ontario when we are faced with paying 9 to 10 dollars for people looking after our gate offices, in comparison to what the private contractor can do for 4 and 5 dollars an hour, there is quite a savings there. In the 18 parks that we have contracted out, the operation was about one million dollars a year; we have saved $300,000. It doesn't sound like a lot but those parks are very small parks to begin with. Contracting out also reduces the

negative aspect of continued funding constraints. For example, the first thing we do in trying to tighten up as an efficiency strategy is shorten the season of the operation of the park. The private contractor, his first priority is to make sure that season is as long as possible as they'll find a way to do it. The other benefit is, obviously, to keep the parks open.

In Ontario, we have found that it stimulates innovative and creative management; for example, we will ask the private contractor to pay us a certain sum of money to lease out the park. We will also as the government retain a certain percentage of the gross take. That revenue, that percentage that would ordinarily go back into government, as opposed to going into the general fund or the consolidated revenue, we let the private contractor use to put back into capital upgrading of the facilities. If it goes back into general revenue, we may never see it again.

Individual service contracts permit our staff to act as resource managers and less as the suppliers of service, especially in the areas of customer service. Contracting out also provides small business opportunities and don't the politicians like to talk about that. An important point we make in Ontario when contracting out a whole park is the park remains a provincial park in every way - the same policy, the same fee structure, the same quality of service must be retained. We have found out, with park user surveys, over the past ten years, that there is relatively no differences in the number of the magnitude of complaints from parks that are privately operated versus parks that we operate ourselves.

Just one final point - I would like to mention just some of the basic guidelines that we are using in Ontario when we do contract out a whole park operation. First of all, we are only talking about small recreation class parks; that is, either day use parks or a park that has no more than 200 campsites. We

tried to stay away from parks which have very special resource protection or management needs. We consider very seriously staffing implications. In the 18 parks that we have contracted out, 12 permanent staff members were involved. They have all found employment elsewhere within our department. In parks, there are other programs where there is a higher demand for their services. We have dealt with over 200 seasonal staff members. Once again, trying to re-employ them in other parks where we have a greater need for them and can still afford to have them.

One of the other basic guidelines - we must prove to our government that there will be a net savings to the government. We do have discussions with our politicians before we move forward to contract out a whole park operation and we get some surprising results there. Sometimes the politician is very much in favor, other times he or she makes it quite clear there is no way you are going to fool around with the sacred trust in their backyard. We prepare a communications plan and we've found out that whatever we do we have to explain properly what we are doing to the public, through the media, and most importantly, to our own staff.

Another key to success is incremental progress. We have seen some things being done across the country very drastically. In Ontario it has taken us ten years to get up to 18 parks that are wholly contracted out and we've added a few each year. We have learned a lot as we have moved through that process.

A final basic guideline is that you must monitor or audit the situation very closely. The keys here are a tight contract and a competent contract administrator. Now, in the past few months in Ontario, we have been continuously hammered by the media and the union about contracting out whole parks. The issue is jobs obviously. What we have done, because these concerns have erupted, and because we are more or less at a ten-year mark in contracting out whole parks, we have determined that our

provincial parks advisory council will go out and hold public meetings on this in the fall. The main reason for the council to go out and hold public meetings is to find out what the users feel about the quality of our facilities and services that if they have any major concerns especially in parks that have been contracted out.

So, finally in closing, as the politician in taking the advocate position, I believe strongly that the sacred trust can be protected even with an element or a degree of privatization or contracting out in the parks sytem. It is a legitimate management option.

Discussion

Mr. Richard Davies, Arkansas

Do you have any political problems with contracts whereby when you try to enforce the contract, and Senator Foghorn shows up and 14 big political contributors to the premier or whoever arrive on the scene?

Mr. Norman Richards, Ontario

I can honestly say we have not been encountering any of the horror stories that I have heard the last few days. I guess we have been lucky but I guess obviously we have made some mistakes with certain loopholes in our contracts, say seven or eight years ago. We feel they are so tight with now; in fact, if I was a private contractor I would wonder if I would even sign the thing.

Mr. Bill Walters, Indianna

I want to know, Norm. I saw some of the literature yesterday about Tom Thompson. I assume it is the employees'

unions who are putting the material out, who have lost their jobs and are lobbying against this effort to privatize or contract out your services. Is this issue with your employees or ex-employees; is that a real issue, are you really feeling some pressure from that, or is it just a little splinter group that has put out this literature.

Mr. Norman Richards, Ontario

No, there is a serious problem. The union of Ontario has spent literally thousands of dollars over the last few months with major ads in newspapers and all kinds of sophisticated brochures which they have been circulated out. Fortunately, we have right now, and I think many of you met him, the Honourable Vince Kerrio, who has had some experience with unions in the past. He is supporting contracting out very much. He has even gone so far as to say that he is not going to let the union as an exclusive group out there lead us around by the nose. So it is going to be an interesting confrontation.

Mr. Pat Peterson, New Brunswick

I heard with interest. You said the smaller parks you have concessioned. I would be interested to know why? I have only been able to concession I think seven smaller parks. I would prefer to concession the bigger ones, the ski hills and the things that are more interesting to industry, because of the union costs, and the labour costs associated with them which cost us a great amount. What I am saying is that I would rather get rid of a bigger one than several smaller ones.

Mr. Norman Richards, Ontario

I think the point we have to remember is that with many of the bigger parks we have many individual service contracts. We feel that is probably the way to go. We have done this deliberately, because of the pressures and people saying "where are you going to stop, where are you going to go with this concept?" "Next thing you are going to do is franchise the whole system out like Kentucky Fried Chicken or McDonald's or whatever". I guess we have made a stand and said we are going to move incrementally. We have about 70 parks that are small recreation class parks; right now we are at 18. There is more potential to move ahead and I would think what is going to happen with respect to this evaluation we are into right now that we probably will continue but it will be very incrementally done.

Mr. Neil Johannsen, Alaska

Don, do you stand as firm on your argument where the mission of that particular park unit may be as recreation and not as preservation?

Mr. Don Davison, Minnesota

No, I guess there probably is some more flexibility in our recreation area - it is a little harder to screw that one up, but I still stand pretty firm on this capital investment issue regardless of whether it is a recreation area or a state park. I think the problems are still there.

Mr. Bill Walters, Indiana

I need a little help from maybe the rest of this group. We have about six lodges in our state park system in Indiana - of

about 80 rooms. Two of them are concessions and four of them are run by the State. The two that are concessions are run individually, not by one concessionaire. We've been talking a little bit with Canteen Corporation and ARA about the possibility of running all six and I just would like to get some feedback from some of you - if some of you have got lodges that you concession-out. What kind of problems or what kinds of good things are happening with that?

Mr. Norman Richards, Ontario

I would like to comment on that. I mentioned at first, that in Ontario we are getting involved with private development of a 7 million dollar resort and at present there is only one park in the system, that is Algonquin Park, which has 3 resorts. They have been there for almost one hundred years. But, the problem we are facing is there is really no way we can go to cabinet right now and justify obtaining 7 million dollars of public funds to build that particular facility. We fortunately have had a consortium come forward with vast experience, third generation family of experience in the resort operation business and they are willing to take this one on in what we call a real winner of a park. And, that is the reason we are moving ahead in that area and we feel that it its a viable option right now.

Mr. Bruce Duffin, Alberta

Norm, I know in your situation any monies that come back in from you contracting out goes back to a general revenue fund. It does not go directly back into your park. I wonder if you have given any consideration or do you think it would be politically acceptable in the Ontario situation that a commitment be made that what monies are generated, go back directly into the park, as opposed to general revenue funds where you have to refight to get it back.

Mr. Norman Richards, Ontario

Yes, I did mention that. Maybe I was moving too quickly there. In situations where the contractor does collect the revenue from the park and has to pay back a percentage of that revenue to the crown, where it would go back more or less to consolidated revenue, we have a clause in the agreement saying that the contactor can use that money for either the purchase of equipment or for capital upgrading as long as it is mutually agreed upon by the manager.

Mr. Bruce Duffin, Alberta

But that is only the contractor. It doesn't come back to you as director to administer where the funds could be best spent.

Mr. Norman Richards, Ontario

No. Once again, in Ontario, we are dealing with a very de-centralized system.

Mr. Pat Thomson, Parks Canada

I would like to pick up something that Don said about possessory right that the contractor has if he has a 40-year lease or a 50-lease and he builds something. We have some leases in which theoretically, and it says in the contract, at the end of that lease at 40 years, the crown owns, the government owns everything that has been built on that land. We don't have the guts to really enforce that. At the end of that time, the guy says, "I want to renew". We say we don't really want to renew that contract because you are a terrible operator. He says he

has put 40 years of his life into this and improved that land, and it has got to be mine. So we end up trying to talk with him about giving him first option on renewal but that is not always what we want to do. Sometimes we want to shut it down and we can't.

Derek Doyle, Manitoba

I would like to make a point in support of Don. I think that frequently we take the position that the major developments, the big resorts, will be successes and if indeed if we knew they would be monetary and financial successes, I think many of Don's concerns would be dissipated. We wouldn't have to worry about them. It is when they become marginal; it's when they become unsuccessful; they are no longer the trendy place to go to. That's when the trouble starts. That's when you have to lay on the bulldozing for pleasure weekend trips as part of the package. I think too frequently there is the tendency for us to sit down and believe what promoters promote - "Mr. P's, here's my success, here are my performers. I convince someone to finance me. Aren't you convinced too, Mr. Director?" I think that we would do a better job of analyzing which things to privatize in the heavy category if we start assuming that it may be a success initially but over the course of this twenty or thirty years, let's work on the assumption that it is a gradual creeping failure. Then how will we manage it?

Mr. Don Davison, Minnesota

Regarding that possessory interest, and I think you can use that to your advantage, and here I have had a little bit of experience. After six years of quite bitter debate, we established a new park in Minnesota, and along with the

establishment of that park, went a commitment in the legislature to let an environmental learning centre come in and build a facility and not too bad a deal. They are a good learning centre; they are operating now; they are going out and getting some 7 million dollars of capital investment. After the session was over and in a year's planning time when we started working out how this arrangement would work, it became quite obvious that maybe this wasn't the best location for the centre because if they were coming into the park, they had some guidelines to abide by. And, such things as we want to be involved in your design, you want a modern architectural theme, the parks are to be a rustic theme and you are going to conform to that. You are going to put on environmental programs, they must conform to the policies of the Department of Natural Resources. And when this all went on and went before their board of directors, it became very evident that nobody in their right mind would make a 7 million dollar capital investment on lands they did not own and have exclusive control and could market. And the next session we both went in and took the environmental learning centre out of the state park. I think that is something for a private industry to come in and capitalize parks and not have that exclusive marketing control of that facility to sell and buy and to have all of these constraints on them. I can't believe that that is explained to the industry people, that there is some leverage here for them not to build in the park but go on the outside boundary of the park and have total flexibility of what they do and how they market. I think that is one of the greatest tools we've got if you want to fight a privatization in the park. I don't think there is anyone in this room that would build their home, probably their biggest life-time investment, on a piece of property that they did not have very good title to and would be marketable. That's a good example.

Mr. Doug Eiken, North Dakota

I was just going to point out that maybe some of the other state directors have had this problem. In discussing privatization or contracting out, with Bill Forrey, he informed me in a different type of a conversation on visitation figures, that he is now, I believe, dealing with a law suit over inflated visitation figures and unfulfilled expectations on the part of a concessionaire that developed a business plan based on their visitation figures. And now they are coming back and suing him as they say the visitation figures are probably twice or three times the actual visitation.

Mr. Barry Diamond, Nova Scotia

I would be interested in knowing from Norm what kind of reaction has come from the private campground sector, as you go through the privatization or contracting out in these campgrounds. What I am thinking about is a lot of these people have struggled and invested their own funds to develop facilities and it seems to me it is a much easier way for somebody else to get into the business to compete against established operators. I am wondering if you had any type of reaction at all from the established campground operators.

Mr. Norman Richards, Ontario

We have an Ontario private campground operators association - a very vocal group - and surprisingly enough, they are our strongest supporters for contracting out. There is a motive to this obviously. The concern they have had for years is our fees are not high enough. We should be increasing our fees. And they are hoping the more we get into contracting out, there will be

every effort to make sure that private contractor does have a different fee structure, which would be higher and we have deliberately stayed away from that. But, they are actually standing up at our public meetings and pointing out all the virtues of contracting out.

Developing a management system for parks - Is it workable? Is it needed? Mr. Bruce Duffin, Alberta

In order to resolve issues regarding appropriate standards of development and management, a park agency requires a management framework which organizes its system of land areas into logical groupings which, in turn, provide similar ranges of activities and service to the public. The Alberta Department of Recreation and Parks has recently developed a land development and management system composed of classification frameworks, policies, and standards (see attachment), which clarifies the kinds of areas that are operated and the types of services that are provided. This management system is used to guide decisions regarding development, management, and operations options for the areas administered by the Department.

Alberta Recreation and Parks has responsibility for four major land classes: Wilderness Areas, Ecological Reserves, Provincial Parks, and Provincial Recreation Areas. In order to provide greater flexibility for the management of the various areas and facilities administered under these classes, an internal management framework consisting of seven "management groups", one each for the Wilderness Areas and Ecological Reserves respectively, and five for Provincial Parks and Provincial Recreation Areas - was established. Each management group identifies distinctive development, management and operating strategies for the areas assigned to that group.

In order to provide development, management, and operating strategies for each management group, policies have been developed for three major policy areas - recreation development, resource conservation, and operations and maintenance. Recreation development policies address the nature and type of recreational development that can occur across the land base system and define the Department's commitment to the provision of major recreation activities in each management group. Resource conservation policies provide the basis for the Department's resource protection and land management programs, including non-recreational resource use. Operations and maintenance policies outline the Department's intentions regarding the provision of operations and maintenance programs within the management groups. Policy statements have been developed for four major operations and maintenance programs - Maintenance Services, Visitor Services, Security Services, and Resource Management - as well as for twenty-one sub-programs under these programs. The operations and maintenance policy statements provide direction for the development of standards and levels of service for all operations and maintenance programs and sub-programs, as well as for their application in the management groups.

Policies and standards will ensure that programs are consistently provided in areas within the same management group. Specifying manpower, equipment, supply, etc. requirements to achieve the required standards and levels of service will permit appropriate budget requests to be made during the development of park management and operating plans. The management system also sets the stage for budgeting procedures which monitor expenditures by program and thus assist in improving the Department's effectiveness in projecting capital development and operating costs.

The management system is dependent upon a supporting management information system which can provide information on topics such as visitation, resource significance, facility inventories, and park operating costs. This information influences different components of the management system such a assignment to management group, program provision, and levels of service required.

Maintenance management systems for parks - are they being used; are they useful?

Canadian point of view - Mr. Barry Dewis, Parks Canada

What Bruce was saying a few minutes ago almost makes me think that he works for Parks Canada because our environment seems to be extremely similar, in terms of the process that we are going through. In 1970 the pressures on Parks Canada started to increase to manage our maintenance more effectively and by the end of the 70's, we found ourselves under extreme pressure to improve. Some of these factors that were affecting us were budget freezes or reductions, the emphasis on preservation of existing plant rather than the expansions that occurred earlier in the 70's, increasing public demands for high-quality service in our facilities and central agencies wanted better justification for resource requirements and wanted to know what we had done with the money we had spent. As Bruce mentioned, it is very simple for us to tell them how much we have spent on brooms but when it came to telling them how much we were spending on grass cutting - noway.

We have an auditor-general in Canada who is very similar to the controller-general in the States and he said similar things about us as your general accounting office has said about your system. We spent about three years thinking over what we were going to do and eventually, in 1980, we started implementing a pilot program in Waterton Lakes National Park. These were the objectives of our system. We were trying to ensure that we were

getting uniform levels of maintenance throughout the whole system. We were trying to have an objective way of determining what our resource requirements were and having an objective method for developing a program. We wanted to more effectively utilize our resources and finally, we wanted to have a way of comparing actual planned performance.

The maintenance management system I think meets these objectives. I'll just briefly run over the system before discussing the benefits. I'm going to start with functions, a grouping of similar tasks with inventory units and work units. Having developed our functions, we can then develop an inventory which describes how much of our assets we have to maintain. Along with the necessary quality standards, in other words, to what level must we maintain these assets to see that they carry out the function that is required of them, and quantity standards, in other words; how much work are we going to have to do in order to maintain this quality standard. Finally, a method or productivity standards which describe what resources we need and how much work we can do with those resources. Putting all that together, we can come up with a work program and a performance budget.

So that takes us through the planning phase and gets us into the organizing phase where we are going to have to put the resources in place. In the directing phase, we have to have a system of work orders and scheduling so that we can ensure the work does get done. Finally in the controlling phase, we have to react to performance reports that we get back based on the work orders that we issued thus, comparing our actual to planned performance.

As I mentioned, we started in 1980 to implement this sytem. We have now covered about 85 to 90 percent of our assets. When it comes to actually identifying our benefits in detail we still have a few problems. One is that when we started the whole

process we didn't really take too many baseline measurements, and our existing management systems were not sufficient to give us any more than some global figures that we could use for comparison purposes. The second thing is that we are finding, and I don't think our experience is too different from a lot of other jurisdictions that have tried the same thing, it takes about one year of working with the system to get the elements in places. It is not until the second year that you can start to improve your performance and from then on, it takes three to four years to establish what the trends really are. So it is difficult in a lot of cases to put firm dollar values on some of the benefits, but we have achieved some definite things that can be measured and can be reported on at this time.

One of the first things we managed to do with the system was to describe what our actual resource requirements were, both for internal use and for central agency use. We found for example, we would go into a park and find they had three people in the garage; our theoretical work program would show only two people. When the general works manager would sit down with his garage supervisor, the reaction would be "yes, I know, we didn't really need old George but I didn't want him to lose his job." Well, old George would be quickly moved over to another unit within the same park which had a far greater need for him. He was happier, he was doing work that was useful and we've managed to cut our vehicle maintenance costs substantially by reducing our labour bill by 1/3.

We also managed to justify within the Parks Canada program the need for more resources within the maintenance area. The situation is something like this. Our required resources are roughly 56 million dollars a year for maintenance. We only had approximately 43 million dollars, giving us a shortfall of roughly 12 million dollars. We did get a reallocation of resources which reduced our shortfall to approximately 10 million

dollars. We are now in a position to go back to central agency and ask for a portion of this 10 million dollars that we feel we require to complete our maintenance program adequately.

We have also found that we have been able to make substantial reductions in repairs, through improved preventive maintenance. In one case, for example, we found we were able to cut approximately 40% off our material bills for maintenance to electrical and mechanical systems in buildings and at that site, it represented a saving of about $25,000 a year. We also discovered some critical gaps in our maintenance being carried out on vehicles consisted strictly of changing the oil and I think you are all familiar with the high costs involved with poor maintenance of vehicles, particularly in terms of the disruption to the normal maintenance work program, especially in the smaller sites where if their pick-up truck breaks down, it is going to be hard to work that week.

We have also managed, in a lot of cases, to find that we can have a significant reduction in the amount of time that senior management has to spend worrying about maintenance. A typical example has been the quote from one superintendent - "with the work program in schedule, I don't have to spend time every day finding what is going on and reacting to things that should have been planned in advance". So that some of the managers at least are finding that they can reduce the amount of time spent at ad-hoc meetings to solve urgent problems. Cost accounting has been another area where we have found some significant benefits in maintenance management. As a result of pressure to make the user pay or to at least identify what it is at least costing us for various types of users, we have to provide good defensible figures for what does it cost to run Banff town site for example. We found them by the far the most practical way of getting this information was as a by-product of our maintenance management system. Our finance people reported that there were phenomenal

savings for them just by having the information available from the maintenance management.

We have better material management, better planning for the ordering of our materials and sup lies. We have been able to reduce our inventories in some cases and still meet the requirements of the maintenance crews. One area that is a bit difficult to deal with is the application of a rational approach to management - of maintenance. It gives people a much better idea of what is expected of them. We have had foremen report, for example, that "now, I know what is expected of me during the year. I know what I am supposed to do. I can sit down and plan, I can be part of the management rather than just being an extension of the worker." Also, the foremen report that they get credit for what they do now. They are accepting the fact that if their performance isn't up to standard, that they are not going to get credit. They are going to get some pressure on them to improve but it is providing better motivation.

It is improving communication between parks, both on the subject of levels of maintenance, quality standards and quantity standards, and on method standards. Now that we have better information available, parks are able to exchange information knowing that they are talking about the same thing - the words mean the same things in each park.

That is pretty well a wrap-up of the benefits that we have found to date. In implementing maintenance management we really went through three phases. The first phase was selling senior management on the idea that we should have a maintenance management system and that took some time. Following that we went into phase two, which we are just finishing up now, which is the implementation at field locations. The third and final phase will be ensuring that the system actually is used at all levels throughout the program. It is a bit of the chicken and egg system; until you have the system, it is extremely difficult to

demonstrate how the system works. Until you have demonstrated how it works, it is hard to implement the system.

U.S. point of view - Mr. Jack Butterfield, Michigan

The topic I was asked to cover was maintenance management systems and standards for parks - are they being used and are they useful? And I think that question has been answered by the two previous speakers. We all know that maintenance systems allow for the protection and the comfort for the visitors and for the resource itself. We also know that poor maintenance standards is known to be a great public dissatisfier. Professionals have been in the schools for many years in the training of park design and construction design and the like but training and planning for maintenance management systems is a relatively recent endeavour. Maintenance management systems are important because it is important to know the costs of a project before they are developed. This assured support for projects should also help to ensure that we will have adequate funding to operate this once it is constructed, to make sure of the long-term views. A document I read lately, in a publication that I can't recall, said that probably it costs 90% for operation maintenance of a facility over its lifetime and 10% for the actual construction. And, I wouldn't argue that.

Standards are essential to ensure funding for a long time and to ensure they will continue to function as designed. Employees responsible for maintenance standards should also become involved in the review and the design process. Using maintenance free materials and vandal-proof materials should be incorporated into plans. These established maintenance standards would continue for comfort and for protection and once these are established, would make sure that the maintenance level would continue during the life of the project and not let the project

deteriorate down. When these standards are put together, they should be transferred into work programs and work schedules. And part of it can be converted into maintenance costs which is important in projecting budget and budget request purposes.

The Minister said yesterday, in his deliberation, that there is no such thing as a typical state park and I think we would all agree to that, or I should say a typical park within a system. Parks within a system may have varied standards based upon their internal classification system or criteria. Standards are different, for instance, between a wilderness area and a heavily day-used beach complex. Likewise you'd be able to have different standards and schedules between a campground which has 24-hour visitation and a day-use which is used 6-8 hours per day. Now to make sure that you have uniform standards, you should document procedures or manuals for uniformity, so it would be understood that there would be systematic training for all employees to ensure your uniformity. Some agencies use manuals and training guides but they are all based upon the system's standards and they are broken down to all units and all classification criteria and further reduced to units or sub-units within a system. These written documents themself will not ensure good standards; you must have adequate training and follow-up and usually most systems delegate this to lower level employees which is not the way to do it. To ensure there is uniformity, it should be kept at a higher level and follow-up and training should be from the higher levels.

The complexity of standards and training vary greatly upon the size of the agency. You can go from a computerized system to a small manual set-up but the important thing to remember in the process of setting your standards and your maintenance guidelines is that they should be workable. They can reduce the work schedules. They can be tied to your budget and budget projections and at the same time protect your resource and make sure your visitors have an enjoyable stay and can understand and expect certain standards.

Discussion

Mr. Don Hustins, Newfoundland

I have a short question for Barry from Parks Canada. I think he mentioned in his presentation that the hardest job he had to start was step one to convince upper management of the system. I am surprised it didn't come from upper management. Can you comment on that?

Mr. Barry Dewis, Parks Canada

Yes, I guess we have to remember that we were talking about a situation of about eight years ago. And, at that time, most of our senior management energy I think was focused on the expansion of the system and on the development of new initiatives. This is not confined to people outside of my own area. I'm in the engineering and architecture branch of Parks Canada and we had the same situation within our own organization. About 99% of our effort was going towards the development of new facilities and about 1% towards the development of and support of maintenance. Realizing it ourselves that maintenance was an important part of our over-all operation took some doing. I don't think I can ever recall royalty or even a member of parliament coming out to open a ditch that had been cleaned but if it is a new facility or a reconstructed facility, there is a line-up.

Mr. Derek Doyle, Manitoba

I would be interested in having each of the panelists comment on a perception I have. Since there is great glamour, as you have just said, in building a new facility and there is a tendency for us to keep the capital costs down because we tend to over-sell people on how cheaply we can build something and we end up using our own in-house resources for doing electrical work,

plumbing work, carpentry, trades and so on. So it seems many of the resources within agencies may be diverted into the capital development program and hence, the maintenance program waits until after the season or some other time. My question to the panel members then is - how do you actually get people to push away from capital development to work on the emergency maintenance, to be in a position to deal with that, to be in a position to do the preventative maintenance, to do the planned maintenance, and still feel that the capital program will go on without infringing upon them? Do you organizationally separate these functions completely from the capital reconstruction?

Mr. Bruce Duffin, Alberta

Basically, in the Alberta situation, that is exactly the answer. In fact I think if you could go back and look we reorganized that about four years ago, and that was a decision that was made. There was a real confusion in the field with the mixture of capital operating bucks.

Mr. Jack Butterfield, Michigan

I would agree that capital improvements is one area and maintenance is another and if you mix them together one or the other of them will have to suffer. Usually it is the maintenance that suffers so in Michigan we keep them as two separate budgets and two separate accountabilities.

Mr. Barry Dewis, Parks Canada

We have two separate budgets and it is quite often the same organization that is responsible for both of the budgets. There is a certain amount of crossing from one boat to the other but it

seems to work in both ways. In some cases we find that for a number of reasons, it is more effective or more convenient to use maintenance staff to undertake to work in part on small capital projects but there is also a few cases where capital projects are allowed to contribute towards maintenance so I think it tends to balance. It is not a clean situation and it definitely is a bit of a problem. I don't have a solution.

Mr. Gord Davidson, Manitoba

One of the interesting facets that is coming across from each and every one of you was that the problem was in defence of budget cuts and budget explanations to treasury. I am wondering if anybody experiences the justification for raising rates at the campground or for user fees in entering a park. While you are coming to the microphone, is there any thoughts in the various agencies as to what a percentage would be applied in terms of overhead to cover the head office costs or to cover the regional directors costs and all those other people that are not directly on your operating and maintenance budget.

Mr. Bruce Duffin, Alberta

I would respond in two perspective. Number one is, technically, the system can set up and tell you what your costs are but the issue of tying your actual costs to your fees is one of a political issue, in most jurisdictions. So if you want to set up within the organization some sort of target that says OK, recover 50% of your costs - just as that is a hypothetical situation figure, we would almost have to set up hypothetical fees in our province to make it balance the books. Our fees are so low that there is no co-relation at all.

Mr. Jack Butterfield, Michigan

It is difficult to relate maintenance to visitation costs. If you relate to a campground, you can do it quite easily. If you relate to wilderness areas and backpacking, it would be very difficult - it might be $2000. per visit so when you start tying those two things together, you sort of lose sight of what parks are for and we have that dilema all the time in Michigan. Right now, we collect almost 80% of what it costs to operate. It used to be in the 50-50 range which was most comfortable. This is a battle we fight all the time because with certain services, you can justify the fee. But there are many things where you cannot justify it, so when you start telling people what it cost to backpack, you could never charge those kinds of fees and get anybody to come in to backpack.

Mr. Barry Dewis, Parks Canada

When you are getting into the area of allocating costs to specific facilities or services, you'd get it no matter how you do it. You are getting into an area where you have to make some arbitrary judgements, whether you are talking about marginal costs or whatever. The assumptions that you make right at the beginning are going to have a great impact on how you distribute your costs. So the thing we are concentrating on doing is trying to do the cost allocation to various facilities in a consistent way so that we know how they were done. What the assumptions were, what percentage should be recovered from the public is, as Bruce says, is a total other issue.

Mr. Bruce Duffin, Alberta

One major difference between what we are trying to do and what the other two gentlemen are discussing is that we are trying to

get a cost handle to the other programs other than strictly the maintenance programs. We are trying to apply the same basic principles to our security services or our enforcement program, to our visitors service program and to our resource management program. Maybe we'll be back here in three years and tell you it won't work but that is where we are trying to come from.

Mr. Derek Doyle, Manitoba

This is a participative question, Mr. Chairman. I would like to get some sense as to which agencies have formalized well established preventative maintenance programs that produce budget print-outs and costs, and tell you when to replace things. Could we ask people just to give us an indication.

Mr. Ron Sutton, Virginia

OK, does everyone understand the question. How many of you have good management systems that are well documented with print-outs perhaps and reliable information?

Mr. Barry Dewis, Parks Canada

I've got to admit that I am sort of cheating as nothing ever happens like clockwork. It is just not that simple. We are never going to get to a situation where I'll be able to sit in my office and press the button and get a print-out and know exactly what is going on.

Mr. Ron Sutton, Virginia

The show of hands was that Parks Canada, I guess, has a system that has a reasonable print-out but that's the only one that has a good system they feel.

Mr. Barry Dewis, Parks Canada

I wouldn't want you to think though that I am satisfied with the way it is running.

Mr. Gary Sealey, Parks Canada

Bruce mentioned just awhile ago that he hoped to gear the management system towards those other items which are not maintenance, but include basically the operations, the information, the recreation and management I suppose of the parks system. I am wondering if other agencies have had some experience in that area. Bruce says that his will be done in the next two or three years and I am wondering if other agencies, particularly those in the States, have already done this - applied this approach to those other areas of the park operation.

Mr. Ron Sutton, Virginia

Alright. Are there anyone in the states that may have double-up systems that they might be able to share with us here.

Mr. Derek Doyle, Manitoba

My concern, Mr. Chairman, is that if there are 60 agencies here or 65, and judging by the show of hands, we are either extremely humble or we have all got a lot of work ahead of us. If it is indeed the latter, then there may be an opportunity for us to work out some cooperative sharing mechanisms and maybe rather than all of us invent the wheel, maybe we can get back to the core of the wheel rather than get out in front of it and be trampled in this maintenance demand.

Mr. Ron Sutton, Virginia

I think I heard a voice say after the break we will address and solve that issue. I'm very encouraged by that type of a cooperative thing because we are sharing and being quite honest I think here with the fact that we are not satisfied with our systems. I think out of 60 agencies, one thinks they have a pretty good system and then they've got some reservations about it. The rest of us think maybe we've got a few areas fairly well covered. It is interesting to look here at what we are addressing - management systems and models. I know in Virginia we are this month starting with our personnel management; everyone is writing their own job descriptions. So we are getting into that deeply and I think other states are doing the same. So you are coming right down your resource chain, hitting your people, hitting your money, and then going in to how you are using both of those in your capital outlay and your maintenance program. I think most of us are addressing all of them - maybe we've got a target of one or the other of them at this time. I think it is interesting to see what we are concentrating on. Are there any other comments?

Mr. Pat Thomson, Parks Canada

I want to just share this information with you, that while Parks Canada has this new system, don't think that we didn't have local systems going. They were pretty dependent upon how interested each individual park superintendent was in maintenance management or how each regional director was and how much time and effort they were prepared to see their staff devote to that. What we lacked was a comprehensive system and a system that could be rolled up for the whole country so we could go to our treasury board and say, "there's our situation, there's what our asset

load is, there's the state of the assets, those are the monies we need and those are the person years we need". We also needed a system to allocate resources evenly across the country, to five different regional directors who, depending on how loud they cried, got assets in the past, but in the future, hopefully will get them accordingly to what the maintenance management systems says they do need.

I'll also share too with you the fact that the United States National Parks Service considers they have a serious problem in terms of nation-wide maintenance management system and their office of budget has been to Canada to look at the system that has been developed here as imperfect as it is, they have recommended that the United States National Parks Service take a very serious look at it, as a possible model for their own.

Mr. Doug Eiken, North Dakota

I would like to ask Don Charpio to talk about inter-governmental or exchange of agency information. I have had several questions on the economic impact model and the thing that is going on in Colorado State University and I thought some of our Canadian neighbours would be interested in that if this topic is depleted and if we have time.

Mr. Don Charpio, Tennessee

We in the States initiated a project to design a model that would help us assess the economic impact of our parks and recreation areas within the States. This was done at our meeting in Idaho two years ago and we found a tremendous amount of interest, not only within the association but also the federal government. The Corps of Engineers who have a number of recreation areas throughout the United States and the U.S. Forest

Service were also interested in established similar baseline measures for the impact of their recreation resources on the economics of the area. One doesn't have to go very far to ascertain the benefit of a Banff National Park. They just need to look across the river and see what kind of economic impact you have but at that particular time in the States the governors had commissioned the national planning association to do an assessment of the economic impacts of parks. In their assessment, they found that most states were not even looking at this type of data. Nor was there any standard methodology or surveys techniques that were being utilized. But most importantly, there was not a good model to determine where the dollars were going that were being spent prior to a trip, during a trip and in the given localities or in and around the park.

So, at the beckoning of Mr. Ray Sisk, our President at that time, we established a committee of two - Doug Eiken and myself - and we began talking with the U.S. Forest Service, the National Parks Service and the Corps of Engineers. We found very quickly that the U.S. Forest Service had already commissioned a number of studies on this and were in the process of formulating a survey instrument by way of a number of economists throughout the States. They were meeting at Michigan State University to go through the questionnaire to make sure they were asking the right questions, to obtain the right data to put into a computer. That is where they ran into their second problem. There was not an economics model that eveyrone was comfortable with that truly measured the flow of recreation dollars into the various primary and secondary markets.

So the U.S. Forest Service has a very sophisticated economics model that they have used for their timber products. I am almost afraid to mention the word timber in Canada, but anyway, the Forest Service is also under the gun to prove that they had some worth and some commitment to recreation because

they were selling their program to the U.S. government on the fact that they were sort of a multi-purpose sort of an agency. Indeed, they do serve a great need as far as a primitive sort of recreation. So they were willing to adjust their model in Fort Collins, in the computer in Fort Collins, to take care of the various economic sectors that are affected by the recreation dollar. But at the same time, the national parks service, Dave Wright and his staff, were looking to do another study of the user trends in the parks on what they called public recreation areas. So we had the national parks service coming from one direction wanting to see what the visitor was doing; we had the U.S. Forest Service, the State Park Service and Corps of Engineers coming in from the other direction asking not only what are they doing, but what are they spending their money on both prior to and during their trips.

We decided to put the two of them together into one study. It is called PARVS or Public Area Recreation Visitors Survey. It is a follow-up to what the National Parks Service has done many years back; it was a visitor survey as to how they were spending their recreation time, their satisfaction with the services they were receiving and their willingness to pay. Coupled with that was the desire by the Forest Service and ourselves to have questions relative to how much did you spend prior to coming on this trip to get ready and how much have you spent in this locality. We have now a sophisticated survey instrument, a standardized technique which is being applied in the Forest Service, the Park Service, the Corps of Engineers properties and in seven and soon to be eleven National Parks throughout the United States. We are doing anywhere from 1500 to 2000 surveys in the States to get a representative sample. I am not sure, how many they will be doing of the states, but it should be in the area of 10 to 15 thousand.

After we have gathered the data through this survey technique, and through our mail-back questionnaire from the visitors, the data is sent to the Forest Service; they put it into a computer bank at Fort Collins and they run the figures through their economic model which they call Inplan. They have promised us that at the end of this study which will be completed the latter part of 1986 or early part of 1987, they will be able to take any given community; in the States, its counties or if you are in Louisiana, it is a Parish; they'll be able to tell you within any geographical design you want to shape it, how that dollar will flow through those economic factors in the communities, both in the primary and then the secondary turnover of that dollar. So if you were planning a park in a certain province or a certain state, you could make projections, depending upon what kind of facilities you have there, as to what types of economic impacts that that park would have. You would also be able to look at present parks and be fairly accurate as to what kind of dollar impact that park is having on the communities, on the economy of the state or that given region. For sure, it you were to close the door on that park because of bad preventative maintenance or because of low operating funds, then you could tell what happens to the communities. So right now we are asking more and more states to participate and we are hoping we will have the first print-out of the Fort Collins computer in early 1987.

The people in the Forest Service are committed and I have taken it on myself to say that one of the biggest things the State Park directors are interested in is having the model put on a software package that can be readily purchased and shipped out to the various provinces and states and used on any micro-computer. They have assured me that the technology is there and that they can do that and it will be a simple fact of loading the computer with data that you would gather through the

standing instrument. I must impress upon you a couple of factors - one, we are very concerned that we do not use very high multipliers such as the tourism industry does do in many cases, about the impact of tourism on a given community. The Forest Service has been very conscious about that and has tried to keep that down to a minimum so that they are very conservative in their estimates. Second, one of the best things I see coming out of this joint cooperative agreement between the federal and state agencies is a standard survey instrument given through standard techniques and consequently, high reliable data and highly objective data. We are very pleased that we are using the same techniques throughout the United States on the federal lands and state lands.

So we are conservative in our approach. We are standard in our approach and from what I understand, the computer technology that is there will be very available to the states and the provinces so that you can utilize this and do some economic forecasting as well as some injustifications. The bottom line is that the dollars are very large and they almost are unbelievable to some people as to what impact even the smallest of states or provincial parks would have on the local economies. So if the provincial parks system is interested in that data, I will be glad to serve as a contact and once we do sophisticate the computer model to be accommodated in a micro-computer, we would be glad to share that with the provincial and the federal system in Canada.

Theme C

The park continent

Chairman - Mr. Richard Davies, Arkansas

For those of you who don't get down that way, we have the fortune of being next door to Texas which, as you heard last night, has enough money to burn a wet elephant, but we are sort

of a rural State. I have really enjoyed talking to a lot of people from Canada. We've just got 2 million people which isn't very much for a state. I am feeling really big here today, compared to some of the provinces of Canada.

The name of this section is called the Park Continent. It is one of those evaluations where we look at what we are doing, and maybe look at what we ought to be doing. I think a part of this, as really an introduction, is one of the values I've gotten out of the NASPD, and I suspect maybe the Federal-Provincial Parks Conference has been the same thing, is that it is always a good meeting to steal ideas from other people and take them home and use them. Everybody at home thinks you are smart because you came out with that when in fact you stole the bulldozer idea from Walters, etc. It's good though that we can have these meetings and think of things individually we can do - not something that somebody else ought to do. The bad part is that parks people tend to talk to each other all of the time. Have you ever noticed that?

This summer I was shown a little diagram that I've put up here on the board. I just want to run through it real quickly. It's from someone who is much wiser than me about public management and it really is the same thing that all of us do every day - it is common sense but nobody ever thinks about it. The authorizing environmental circle is basically the group of people, the public, the press, the legislature, the premier, the governor, whoever it is that lets us do whatever we do. They are the folks with the clout, you know the golden rule, they've got the go. OK? The agency capacity circle is what we tend to talk about a whole lot around here. That's what our agency can do better with maintenance systems or personnel systems or whatever. That's the things the agency can do and then another great debatable circle is the one called public value. Now that, as you might have noticed, has a little opinion to it. If you took

for instance, Ney's idea of parks versus Bill Briner's, there is a difference in assumption of public value but nevertheless everyone's got one of those circles in their head. The idea is it's very safe to be in the middle where all three of those things overlap. You know, your environment will let you do it, you've got the capacity to do it and there's value - you keep a clean restroom.

Then you get into the area of say like (a) the authorizing environment will let you do it, you've got the capacity to do it but there is absolutely no public value. How many of you have a favorite one of those? The legislature, the public, the governor wants you to do something that is just awful - you've got the capacity to do it but there is absolutely no value. Then you've got (b), where the environment will let you do it, there is public value but you don't have the capacity. That's your standard budget problem. Everyone wants you to do it, it's a great thing to do, you just don't have the money and the people.

And then you've got (c) where you've got the capacity and the value but the authorizing environment won't let you do it. In the southern States that is computers. The legislature is saving us from automation. The idea here is that these circles can all move. As public managers, our responsibility is not to bitch about them but to move them. How many times do we sit around and say it is the authorizing environment, it is the governor, its the legislature, its my boss, its whoever it is won't let me do it or I can't do it because of something. The idea is very much like the thing this morning about getting in front of the wheel; move the circles and quit complaining about them. I think that is something we can talk about today.

Now just to stimulate a little thought, I got to thinking about what I had in common in Arkansas which is a long way from here, with Canada. The first thing that comes to mind is that we have a river bottom in Arkansas which winters 1/4 of the mallards

that are grown up here. I just love it because I can shoot them. But I mean you all have something to do with Arkansas, because we take care of all the ducks you grow. Another thing that comes to mind is the French named everything in Arkansas, and then sold it. The average Arkansas person could not tell you what any of those names mean and their standard answer to that is DAMFINO. What's that French name mean? DAMFINO. I might get some Canadians to find out what the names of these streams mean that we've got everywhere. Another one is that our folk songs of the Ozark I suspect are probably the same folk songs of Canada as they are directly traceable, or a lot of parts of Canada, to Scotland, to Ireland. You find people in the Ozarks who are singing songs and talking in Olde English almost because everybody left them in the mountains and didn't want to fool with them. Sometimes they still don't want to fool with them.

We have a park that's dedicated to preserving that culture and one of the best things we preserved up there is feuding and the last, but not least, my Labradour Retriever I understand was developed in Newfoundland, from the St. John's dog I am told. So it is not like everybody doesn't have a little something in common with one another and I think that we are used to working, Canadians with Canadians, and Americans with Americans, and maybe there are some things we can do to work together. We've got a couple of speakers, Pat Peterson and Harold Eidsvik. Pat is going to go first with some co-operative programs that might just get you to thinking and then Harold will do his and then maybe we can talk about some things like were brought up in the last session where we can quit re-inventing the wheel separately.

Continental Parks and International Developments

Mr. Pat Peterson, New Brunswick

The Province of New Brunswick and the State of Maine share an international border of approximately four hundered and seventy-five (475) kilometres. For our American friends, that is about three hundred miles!

Given the geography of our area, there have been and there will continue to be opportunities and potential for the establishment of "continental" parks and international developments.

I would briefly like to introduce four case studies of developments which have been established or are being pursued in the Province of New Brunswick. These examples cover a wide range of park types or classifications and are certainly diverse in scale and complexity. Through the first two examples, I hope to show that although many stumbling blocks exist and many problems have to be overcome, projects can be developed which by their nature foster and nurture the good will and cooperation which exists between the United States and Canada. The latter two examples deal with complex projects where obstacles are great and goals and plans must be long term.

The first example is perhaps our most well known and at the present time, the only functioning international park, the Roosevelt-Campobello International Park. An agreement was signed by the U.S. and Canada in January of 1964 in Washington establishing the site as a memorial park. Although the Roosevelt-Campobello International Park is physically located exclusively on Canadian soil on Campobello Island, its reason for being and its operation is truly international in nature. The park is administered by a six person international commission; three members are American, one of which is appointed by the State of Maine, and three are Canadian, one of which is appointed by the Province of New Brunswick. Funding for the park, both capital and operating, is split fifty/fifty between the two Federal governments. Some important concessions were made to enable the development of the park - the Commission has the authority to employ citizens of either country without Canadian Immigration involvement and the Commission is not subject to any taxation or custom duties.

The park's conference facilities are used by groups from both countries and of course visitors from all over visit the cottage and reception centre, and enjoy the many acres of natural area and miles of hiking trails. Ironically, some American tourists to the park have to be reminded that they are actually in Canada for, they are visiting the summer home of a former American President, they come via a bridge from the State of Maine and the American flag is prominently flown along side the Canadian flag at the park. Some have even been known to have argued the fact with the guides that they couldn't possibly be outside the United States of America. In addition to the obvious benefits to both countries of such a cooperative project, the Roosevelt-Campobello International Park preserves a significant American historical land mark, provides an important tourist attraction and has significant economic benefits for this part of New Brunswick and Maine.

The next case I wish to describe is also historical in nature and involves St. Croix Island. This small island is located on the amercian side of the international boundary in the St. Croix River. The island has great historical significance for Canada in that, prior to moving to the Annapolis Royal area of Nova Scotia, the French explorers, Champlain and Demonts, spent their first winter in the New World on this island. In 1982 a memorandum of understanding was signed by the Canadian and American governments. Following this agreement, a plaque and interpretive display were unveiled on the Maine coast overlooking the island. A similar interpretive centre is planned for the New Brunswick side, but to date a suitable property has not been found. Environment Canada, through Parks Canada, have agreed to provide $40,000 towards land acquisition while the Province of New Brunswick is required to make up the difference. Although this site has significant historical significance, it appears that given existing budget constraints these token gestures of

development will be all that occurs for some time to come. What is important though, is that the ground work has been laid for another cooperative development of an historic site of significance to both our countries.

The third example, the St. Croix Waterway, has the potential of developing into a major international recreational attraction. The St. Croix River is the boundary between Maine and New Brunswick. So far the initiative has been mostly Canadian but it is hoped that this resource might be developed and promoted by both countries. I would like to use this example to point out a basic difference or way of doing things which exists between our two countries. New Brunswick opted to become involved in a federal program, the Canadian Heritage River System. The St. Croix River was nominated as New Brunswick's candidate for inclusion in this system. This river was selected for a number of reasons, one being its international location and the prospects for marketing and promotion because of this fact. The point I wish to make is that this project is largely being pushed by outsiders, the federal agencies and the head office components of several provincial departments. Of course local people are having input and are being consulted but the initiative was not theirs.

On the other had, officials at the state level have been contacted regarding the project, for example the state planning authority. Their reply is that "local initiative" is required before they act. In other words, we Canadians often tend to work from the top down where our neighbours to the south tend to do the opposite - from the bottom up. I realize of course that this last statement is an over simplification of the situation, but I do feel that there are basic differences in the way the two countries approach matters.

Returning once again to the St. Croix Waterway which I might explain is proposed to become a major recreational water corridor

for canoeing, camping, and hiking; the possibility of a joint venture is indeed exciting. There are of course obstacles in the way - customs and immigration, and natural resource regulations, for example, but the prospect of an international park of this nature is a goal worth striving for.

An interesting sidelight - one benefit of this project taking on international stature would be that the stricter regulations regarding water quality and litter control enforced by the State of Maine would be imposed on the areas of New Brunswick within the proposed park's boundaries.

This project is still at a very early stage. Attempts are being made to convince the State of Maine to set up a Management Committee similar to one operating in New Brunswick. Perhaps if this occurs, negotiations can commence on the development of recriprocal agreements for fishing and camping, and thus the use and enjoyment by citizens of both countries of this shared valuable resource.

The last case study I briefly want to mention involves the planned establishment of a Canadian National Marine Park in the West Isles region of New Brunswick. The sourthern boundary of the proposed marine park follows the international boundary line near Eastport, Maine. Once again this project has been initiated from the higher levels of Canadian government - both Federal and Provincial, but this time has met with strong local opposition. Although American state and federal governments have been briefed on the concept, no direct involvement or move to make this an international venture has been made. In light of what has occurred to date - public demonstrations and opposition - in this case the Canadian agencies feel that introducing three additional levels of governments to the process would result in complications and kill the project for sure. The attitude seems - let's straighten out our end of things before we even entertain the idea of a "continental park".

This probably is not the most optimistic note on which to end but I think in reality it is a realistic note. I have described how international parks can succeed and how valuable they can be, but in these times of shrinking budgets and smaller government, the obstacles in the way of "continential parks" seem in some cases, unsurmountable.

DATA BASES AS A MECHANISM FOR STOCKTAKING FOR PROTECTED AREAS

Mr. H.K. Eidsvik, Parks Canada

INTRODUCTION

In National Parks for a New Generation the Nature Conservation Foundation (NCF) calls for a new vision. A new vigour in pursuing conservation objectives and strengthening traditional programs. In brief, a challenge for todays managers. The focus of the NCF review was the U.S. National Park System. I am sure that Director Mott and his staff will be challenged to respond to the call from the Conservancy. The report of this three year study is one form of stocktaking.

Faced with the challenge of strengthening our program, most of us would look at our inventory. How many parks do we have ? What functions do they perform ? How effectively are they performing ? For most of us the questions are easier to formulate than the answers. Even on a single agency basis the task is a complex one.

ORRRC II

If we look at the same challenge from the perspective of the newly established Outdoor Recreation Resources Review Commission, or ORRRC II, the difficulty in responding grows by several magnitudes. ORRRC II must examine the activities of several agencies within the Department of the Interior, the Department of Agriculture, Commerce, Defence and so on. This must then be expanded fifty-fold to incorporate state programs which also have sub-programs.

A GLOBAL INVENTORY

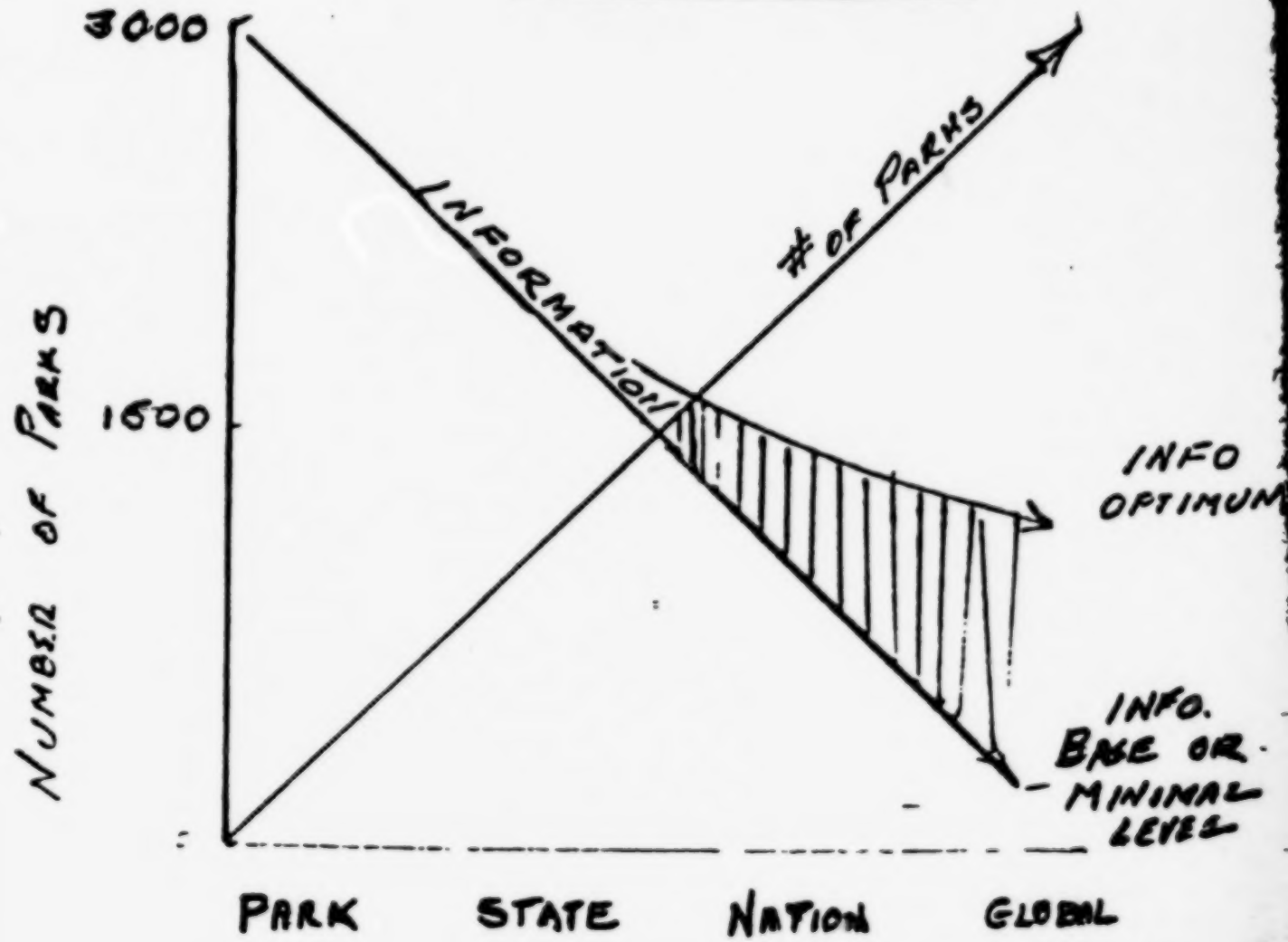
If we now try to examine the effectiveness of conservation at the global level, we are faced with a much greater leap in the magnitude of complexity. More than 120 of the world's 160 countries have protected areas. For most of us it is difficult to locate the country, let alone provide a description of its protected areas. For example. Wallis and Futuna, Burkina Faso, Kiribati, Vanuvatu and Tokelau.

We know a lot about our own parks and we need to know this to ensure our areas are effectively managed. In the same way, we do not need to know a lot about how the parks of Vanuvatu are managed. On the other hand there is a certain amount of basic information we all should know about parks in countries or regions with which we share such interests as the protection of species and habitats.

Figure I illustrates some basic factors related to Protected Area Data Systems. The individual park manager requires a great deal of data about one park unit. At the other end of the scale, international organizations need a little bit of data about a large number of protected areas.

PROTECTED AREA DATA SYSTEM

AREAS OF + 1000 ha.



We do not at the present time have an effective inventory of North American protected areas. Frankly, the current FPPC summary data provided for Canada is inadequate, except to identify gross trends. It is not possible to track individual units with this data. It is therefore of little value for planning purposes. I would like to put forward a proposal to remedy this situation by illustrating where we are now, and how we could improve on the current situation.

SETTING PARAMETERS

First let me set some parameters. "Parks" is a generic term, it can mean anything from a quarter of a hectare in the middle of New York city to the 70,000,000 hectares of the Greenland National Park. It can mean an area of wilderness with no man-made facilities to a piece of astro-turf with no biological components. There are of course other types of parks - trailer parks, industrial parks, car parks and so on. We do not have a network to incorporate urban parks - even those that have a conservation objective.

I will be restricting my remarks to natural resource based parks larger than 1,000 hectares - the base area for National Parks under IUCN criteria. This excludes most facility-oriented recreation areas serving the greatest number of park users. The need for an inventory of these areas is equally important, but the criteria would be entirely different.

THE UNITED NATIONS LIST OF NATIONAL PARKS & PROTECTED AREAS

The United Nations List of National Parks and Protected Areas provides us with a minimum level of "inventory" information: the country, the name of the park, the location and the category of protected area, the size of the area and the date of establishment. Table I provides a brief summary of the type of area included in a particular category. Areas are categorized primarily by the conservation objective. A typical listing is shown in Table II.

The location code is based on a biogeographic system developed by Dr. Udvardy and others as a global classification system. The first digit identifies the continent, the second digit refers to 1 of 25 subdivisions of this continent. These are called provinces (Map I). The last digit refers to a classification called a biome e.g. grasslands, tundra, desert.

The basic data provided in this inventory enables us to identify the amount of land dedicated to conservation in a particular biome For example Table III illustrates the extensive coverage of the Alaskan Tundra or the Yukon Taiga. The 71,050,000 hectares of arctic desert reflect the 70,000,000 hectares of the Greenland National Park.

TABLE I

CATEGORIES OF PROTECTED AREAS

	Category	Brief Notes
1.	Strict Nature Reserve	basically for scientific purposes, no manipulation, highest degree of protection.
2.	National/State/Provincial Park	designation depends on legal authority, would contain several zones.
3.	Natural Landmarks/Monuments	classic examples of features, generally not total ecosystems.
4.	Managed Nature Reserves	ecosystems manipulated to favour certain plant or animal species.
5.	Protected Landscapes	a mix of cultural and natural features - UK National Parks, French Regional Parks.
6.	Resource Reserve	a holding category pending more data to make allocation decisions.
7.	Anthropological Reserve/ Traditional Lands	a reserve to permit acculturation or not; based on tribal desires.
8.	Multiple-Use-Areas	e.g. as practiced by the USFS.
9.	Biosphere Reserves	international designation, representative areas.
10.	World Heritage Sites	international designation, unique areas.

Wilderness as a zone could easily fit within protected area categories 2,4,8,9 and 10. Such designation could be made in the management plan with a stipulation that change required public consultation or revisions in legislation.

TABLE II

MINIMUM LEVEL OF INVENTORY DATA

Name of Area	Biogeographical Code	Area (ha)	Year
CAMEROON, UNITED REPUBLIC OF:REPUBLIQUE-UNIE DU CAMEROUN			
Category I			
Dja FoFR	3.02.01	500,000	1950 -
Mosogo-Gokoro NP	3.04.04	1,400	1968
Category II			
Faro NP	3.19.12	330,000	1980
Boubo Wdjidah NP	3.04.04	220,000	1968
Benoue NP	3.04.04	180,000	1968
Waza NP	3.04.04	170,000	1968
Kalamaloue NP	3.04.04	4,500	1972
Category IV			
Pangar-Djerem GR	3.04.04	480,000	1968
Douala-Edea FR	3.02.01	160,000	1932
Korup GR	3.02.01	83,675	1961
Icheke Lake FR	3.04.04	43,000	1974
Befia FR	3.02.01	42,000	
Kimbi River GR	3.19.12	5,625	1964
Kalfou FR	3.04.04	4,000	1933
Lake Ossa FR	3.02.01	4,000	1969
CANADA			
Category I			
Wildcat Hill WA	1.04.03	16,200	1971
Category II			
Wood Buffalo NP	1.04.03	4,480,700	1922
Polar Bear PP	1.14.09	2,410,000	1970
Kluane NP	1.03.02	2,201,500	1972
Auyuittuq NP	1.14.09	2,147,110	1972
Jasper NP	1.19.12	1,087,800	1907
Tweedsmuir PP	1.01.02	981,120	1938
Laurentides	1.04.03	964,300	1895
Algonquin PP	1.04.03	765,300	1893
Spatsizi Plateau Wilderness	1.19.12	675,024	1975
Banff NP	1.19.12	664,076	1885
Wells Gray PP	1.19.12	527,303	1901
Kakann. NP	1.04.03	474,560	1972
Quetico PP	1.04.03	471,000	1913
Prince Albert NP	1.04.03	387,464	1927
Riding Mountain NP	1.04.03	297,591	1927
Mont Tremblant PP	1.04.03	256,400	1894
Atlin Park PP	1.01.02	232,964	1973
Gros Morne NP	1.04.03	194,250	1970
Pukaskwa NP	1.04.03	187,775	1971
Pwadacha Wilderness P	1.19.12	167,540	1973
Lake Superior PP	1.22.14	155,700	1944
Kootenay NP	1.19.12	137,781	1920
Glacier NP	1.19.12	134,939	1886
Mount Edziza P	1.19.12	131,929	1972

MAP I

DRAFT - REVISED UDVARDY CLASSIFICATION

The inventory also permits the identification of biomes without coverage. In Table III these are the arctic archipelago and the Greenland Tundra. As a preliminary consideration, it would appear that these should form conservation priorities for future action.

Another analysis would suggest that biomes with only one or two protected areas should also be given priority consideration e.g. 1.14.09.

Such continental land analysis should be of interest to all professional park managers. It may well be that a specific State or province is the only one protecting species or habitat of a specific type. This is particularly significant when we consider a biome such as Grasslands.

The basic data can also be used to illustrate conservation activities in one province/state or country, compared to the activities of another region. Often such comparisons can provide an effective argument for further conservation action.

PARKS CANADA SYSTEM PLAN

The planning system used by Parks Canada (Map 2) illustrates a refinement of the Global System to meet Parks Canada requirements. This system has been modelled on earlier work of the USNPS. It has provided an effective mechanism for establishing priorities, the basic premise is there should be one National Park in each region. The system to date has not considered provincial parks, which could illustrate complementary conservation action and thus reflect on priorities.

The national scale system plan can, and is refined further to illustrate provincial coverage of protected areas, e.g. British Columbia.

PROTECTED AREA DATA SHEETS

Lists of protected areas are perhaps the simplest form of inventory. Strange as it may seem, even keeping these lists up-to-date becomes a formidable task when there is no standard format. For example, obtaining data from fifty states and all their park - wildlife - conservation agencies requires considerable patience and fortitude.

A step beyond the preparation of lists is the maintenance of data files on protected areas. Such a program has been initiated by IUCN, and its data files currently contain more than 3,000 protected areas. The data base includes:

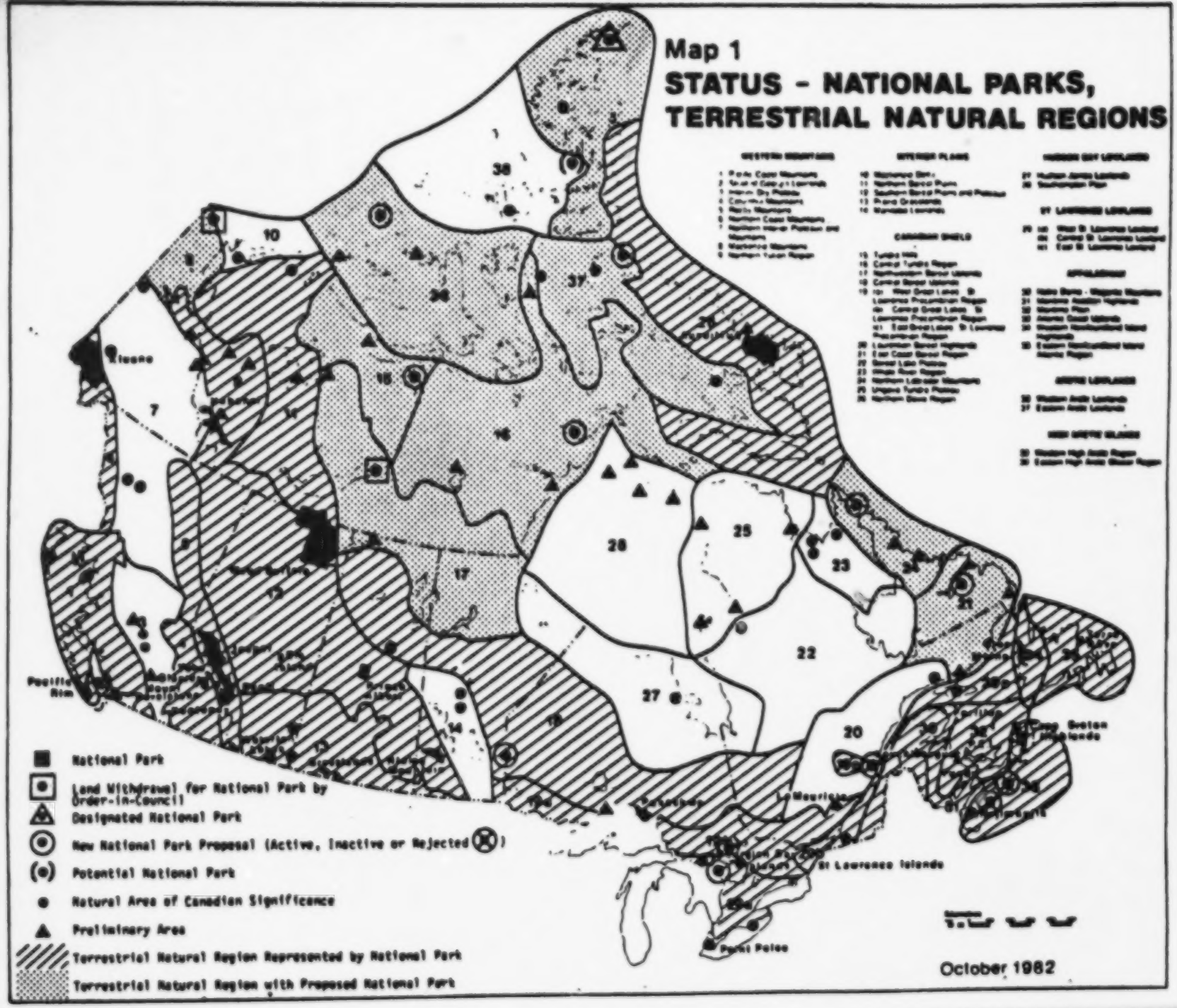
TABLE III

Protected area coverage by biogeographic province
(Management categories I - V)

		Number	Area (ha.)
1 01 02	Sitkan	12	3,854,268
1 02 02	Oregonian	5	374,558
1 03 03	Yukon Taiga	8	14,871,337
1 04 03	Canadian Taiga	40	9,295,969
1 05 05	Eastern Forest	35	1,135,164
1 06 05	Austroriparian	36	684,163
1 06 06	Californian	8	559,262
1 08 07	Sonoran	11	2,990,350
1 09 07	Chihuahuan	9	474,411
1 10 07	Tamaulipan	1	5,117
1 11 08	Great Basin	15	657,128
1 12 09	Aleutian Islands	5	5,784,964
1 13 09	Alaskan Tundra	7	16,226,994
1 14 09	Canadian Tundra	2	4,557,110
1 15 09	Arctic Archipelago	0	
1 16 09	Greenland Tundra	0	
1 17 09	Arctic Desert and Icecap	2	71,050,000
1 18 11	Grasslands	23	365,623
1 19 12	Rocky Mountains	44	6,993,464
1 20 12	Sierra-Cascade	14	744,240
1 21 12	Madrean-Cordilleran	19	285,793
1 22 14	Great Lakes	7	444,713
		303	141,354,628

SUMMARY

Canada	73	21,663,797
U.S.A.	233	49,378,059
Greenland	2	71,050,000
	302	142,091,856
World	3345	404,122,523


Map 1
STATUS - NATIONAL PARKS,
TERRESTRIAL NATURAL REGIONS
Yukon
Pacific Rim
St Lawrence Islands
Point Pelee
National Park
Land Withdrawal for National Park by Order-in-Council
Designated National Park
New National Park Proposal (Active, Inactive or Rejected)
Potential National Park
Natural Area of Canadian Significance
Preliminary Area
Terrestrial Natural Region Represented by National Park
Terrestrial Natural Region with Proposed National Park
October 1982

- Country
- Area Name
- Management Category
- Biogeographic Reference
- Date of Establishment
- Altitude
- Area
- Land Tenure
- Staff
- Budget
- Geographical Location
- Physical Features
- Vegetation
- Noteworthy Fauna
- Zoning
- Disturbances or Deficiencies
- Scientific Research
- Special Scientific Facilities
- Principal Reference Materials
- Local Administration

A sample data sheet for Yellowstone National Park is attached. Maintaining such a data system is a function of CNPPA in cooperation with the Protected Areas Data Unit of IUCN at Cambridge.

Again, without a standardized format and a central depository, such files are almost impossible to develop. It should be noted that at the moment IUCN's files do not contain data on state parks. The UN list does not contain data on national wildlife refuges or on wilderness areas. However, data sheets are available for many of these areas. So far resources have not been available to assemble all of this basic data.

THE FUTURE

If we are to become more efficient in the use of scarce conservation dollars, it becomes more important that we know exactly what is protected and where it is located. Beyond that there are many questions on the effectiveness of protection from both a scientific and a legal perspective.

In order to avoid duplication, we must look at the efficiency with which we collect data. In the United States the Nature Conservancy has launched an inventory program in some 35 states. Perhaps initiatives such as this can provide effective data bases without further increasing the work load on park agencies ? Could such a program be launched in Canada ? Would park agencies be willing to support such a program by making data files accessible ?

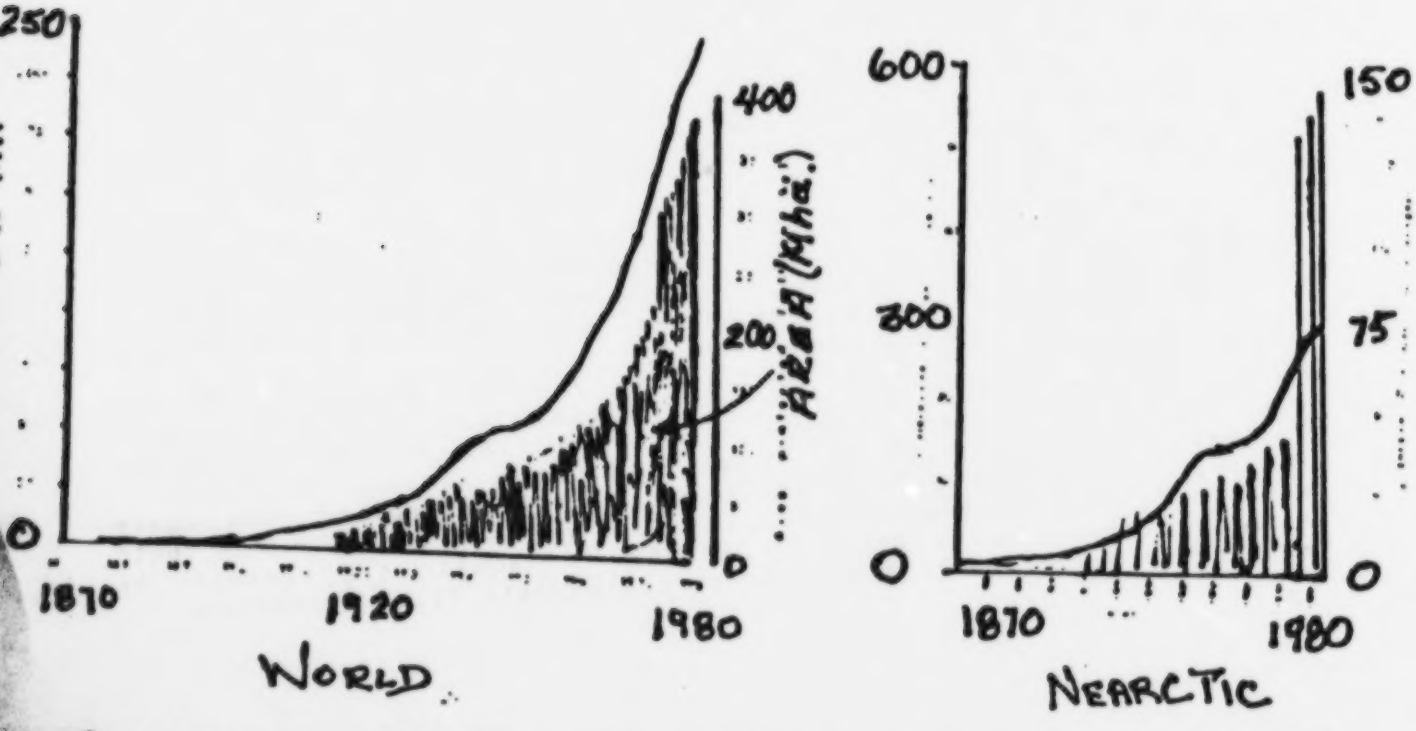
By searching many files we can come up with some estimates of protected areas in North America. There is currently no single comprehensive source of data. The basic methodology is available, but action is required.

Our information base is inadequate with respect to the conservation activities of agencies other than the park agencies. This means that many marine reserves or game protection areas of critical importance are not yet included in our data base. As mentioned earlier, it also means that many critical areas of less than 1,000 hectares have been excluded.

In setting up data systems of a national or global nature, we are always dependent on the field manager. This is the first level of input, and yet for the field manager the information he must assemble is of little specific value. His data files are much more comprehensive.

Next we must develop the essential trust in sharing data between state/provincial agencies and national agencies.

Finally we must recognize that data bases are made to improve conservation action and to press for political decisions based on sound data.



GROWTH OF PROTECTED AREA COVERAGE (HARRISON)

In conclusion we need an improved data base before we can do a continental stocktaking, and I suggest that our state colleagues investigate the work of the Nature Consevancy as a possible depository. The FPPC should also set up a sub-committee to establish a central data bank.

IUCN would gratefully accept completed data sheets in the form of the sample sheet for Yellowstone. In exchange it will make information available.

The address:

Protected Areas Data Unit
IUCN Conservation Monitoring Unit
219c Huntington Road
Cambridge CB3 ODL
United Kingdom.

NAME Yellowstone National Park

MANAGEMENT CATEGORY II & IX (National Park and Biosphere Reserve)

World Heritage Site (Criteria: i, ii, iii, iv)

BIOGEOGRAPHICAL PROVINCE 1.19.12 (Rocky Mountains)

LEGAL PROTECTION Protection is provided under several congressional acts. Hunting, logging, mining, and domestic livestock grazing are prohibited. Controlled fishing and camping are allowed.

DATE ESTABLISHED Created a national park on 1 March 1872; accepted as a biosphere reserve in June 1976; and accepted as a World Heritage Site in 1978.

GEOGRAPHICAL LOCATION In the southern portion of the northern Rocky Mountains, in the north-west corner of the state of Wyoming, adjacent to Montana and Idaho. The eastern boundary largely follows topographical divides but the remaining boundaries are defined by compass lines marked on the ground. 44°08'-45°07'N, 109°10'-111°10'W.

ALTITUDE 1,710-3,463m

AREA 898,349ha

LAND TENURE Federal government, except for 7.7ha.

PHYSICAL FEATURES The area is characterised by a volcanic plateau of two different ages, together with two smaller areas of exposed sedimentary rocks. Quaternary rhyolitic flows, the majority resulting from the development of a large caldera about 600,000 years ago, cover the central and south-west segments. The youngest flows occurred about 70,000 years ago. The topography is flat and undulating, determined by the various flows. The northern and eastern mountains are largely Tertiary age andesitic volcanics, with steep topography determined by erosion patterns, together with some exposed sedimentary rocks in the south-east part. The area contains the largest collection of thermal features in the world (about 3,000) including geysers, fumeroles, hot pools and springs. Yellowstone Lake, 37,127ha surface, is the highest sizeable lake in North America. Most of the area was covered by ice during the Pleistocene and many glacial features are present throughout the park. Precipitation ranges from about 258mm at Gardiner to an estimated 2000mm in the south-west, falling mainly as snow during the winter months. Temperatures range from a January mean of -12°C to a July mean of 13°C at Lake Yellowstone in the centre of the park.

VEGETATION Forest vegetation predominates, with five species of coniferous tree recorded, *Pinus contorta* forest making up the largest portion and forming a climax forest in many areas. Important forest canopy trees include *Picea engelmanni*, *Abies lasiocarpa*, *Pseudotsuga menziesii* and *Pinus albicaulis*. *Pinus flexilis* and *Populus tremuloides* are locally important. There are also small areas of semi-arid grassland, *Artemisia* shrub steppe and alpine tundra. Approximately 1,000 species of vascular plants are represented in total, including two endemics, *Arabis fruticosa* and *Agrostis rossae*. The thermal areas contain a unique assemblage of thermal algae and bacteria.

NOTEWORTHY FAUNA Six species of ungulates are known from the park, moose *Alces alces*, mule deer *Odocoileus hemionus*, pronghorn *Antilocapra americana*, bighorn sheep *Ovis canadensis*, bison *Bison bison* and American elk *Cervus elaphus*, together with two species of bears, grizzly *Ursus arctos* and black

U. americanus and 49 other species of mammals, including puma Felis concolor and wolverine Gulo gulo. The bison are the only wild, free-ranging bison in the United States that are naturally regulated. They were originally mountain bison but have interbred with plains bison. The wolf Canis lupus irremotus (V) occured here in the past, but its presence now is uncertain. Noteworthy bird include the trumpeter swan Cygnus buccinator, bald eagle Haliaeetus leucocephalis, golden eagle Aquila chrysaetos, osprey Pandion haliaetus and white pelican Pelecanus erythrorhynchos; all of which nest within the park. Fish include the Yellowstone cut-throat trout Salmo clarki bouvieri, found only in Yellowstone Lake and its tributaries, and the arctic grayling Thymallus arcticus.

POPULATION A permanent community of about 300 people associated with park operations is located at Mammoth, the administrative headquarters.

ZONING There are three defined management zones, natural, 897,656ha; historic, 32ha; and development, 810ha.

CONSERVATION MANAGEMENT A fire management plan was adopted in 1976 to allow natural fires to burn in 70% of the park.

DISTURBANCES OR DEFICIENCIES Several species of fish have been introduced, resulting in the elmination of brook trout Salvelinus fontinalis, lake trout S. namycush, brown trout Salmo trutta, lake chub Couecius plumbeus and a redution of the native cut-throat trout Salmo clarki and grayling Thymalius sp. Surface mining, oil and gas exploration and extraction, and development of geothermal resources near park boundaries are potential threats to park air and water quality and visual integrity, as well as threatening the critical habitat of the grizzly bear. This habitat and that of the pronghorn are also threatened by subdivision and development of private property. Fire suppression has also been a major departure from natural conditions. Gray wolves were extirpated by 1926.

VISITOR FACILITIES A road system of almost 1,000km dissects the park, and adjacent developed areas have large campgrounds and other visitor facilities. Annual visitors total nearly three million.

SCIENTIFIC RESEARCH A resident research staff is conducting research into the large ungulates, fisheries and vegetation. Fire-related topics are also being studied. More than 100 independent researchers are presently working within the park. Research projects requiring a natural environment or orientated to management problems are given preference. Research requiring modification of the biota or environment is not permitted. The large area where natural processes (including fire) are allowed to operate make the park an excellent area for research on natural processes.

SPECIAL SCIENTIFIC FACILITIES Limited laboratory space is available. Two mobile research laboratories have been provided by the Northern Rocky Mountain Cooperative Park Studies Program administered by the University of Wyoming. Access to back-country is normally restricted to non-mechanized means, however a helicopter may be used with the superintendent's permission for approved projects.

PRINCIPAL REFERENCE MATERIAL

Cole, G.F. (1976). Management involving grizzly bears and black bears in Yellowstone National Park 1970-75. Nat. Res. Rpt., no. 9, National Park Service.

Despain, D.G. (1973). Major vegetation zones of Yellowstone National Park. Yellowstone National Park Information Paper No. 19.

Follett, Dick (1975). Birds of Yellowstone and Grand Teton National Parks. Yellowstone Library and Museum Association Yellowstone Park, Wyoming, in cooperation with the National Park Service, U.S. Department of the Interior.
Houston, D.B. (1971). Ecosystems of national parks. Science 172: 618-651.
Houston, D.B. (1976). Research on ungulates in northern Yellowstone National Park. Transactions National Park Centennial Symposium. NPS Symposium Series No. 1, pp.11-27.
Manning, M. (1977). Wildlife in Yellowstone and Grand Teton National Parks. Superior Publishing Co., Seattle, Washington.
McDougall, W.B. and Baggley, H.A. (1956). The plants of Yellowstone National Park. Yellowstone Library and Museum Association Yellowstone, Wyoming.
Meagher, M.M. (1973). The bison of Yellowstone National Park. Scien. Monogr. Series No. 1. National Park Service, Government Printing Office.
Ruppel, E.T. (1972). Geology of Pre-Tertiary rocks in the northern part of Yellowstone National Park, Wyoming. U.S. Geological Survey Professional Paper 729-A.
Sharpe, P.F. (1970). Yellowstone fish and fishing. Yellowstone Park, Wyoming. Yellowstone Library and Museum Association Yellowstone, Wyoming.
Biosphere Reserve nomination submitted to Unesco.
World Heritage nomination submitted to Unesco.

STAFF Permanent staff of about 590, of which 30 are assigned to administration, 180 to resource management, 56 to visitor protection, and 324 to maintenance. This core staff is augmented to over 600 in the peak season and in addition some 2,800 concession workers are employed over the summer.

BUDGET US$ 10,105,000 budgeted for fiscal year 1981

LOCAL PARK OR RESERVE ADMINISTRATION Superintendent, National Park Service, PO Box 168, Yellowstone National Park, Wyoming 82190.

DATE 1980

Conclusion and Summary

Chairman: Mr. William Walters, Indiana

I'm not the summarizer; I am supposed to introduce the summarizer. I'll do that in a minute but before I do I would just like to take a moment, on a personal note, and extend my thanks and I think I can speak on behalf of the National Association of State Park Directors, and thank all of you from Canada for your hospitality, your kindness, your beautiful, beautiful geography which you have presented us with even though you've left the clouds in the sky; it still makes quite an impact on a fellow who only sees corn fields for miles upon miles upon miles. In fact, I will give you 10,000 acres of corn land, prime corn land, for just one of your mountains. That's all we want. Seriously, we do appreciate all of your hospitality and your kindness and everything that you have done for us in our stay here and I hope great conference down there. I hope this is not the end of these types of joint meetings because it has been very productive I know for me, and I think I can speak for my counterparts. I've picked up a lot of ideas that I will take back. I'm like Richards - I plagiarize - anything I can find and steal, I will.

Our summarizer today is Derek Doyle. He is Assistant Deputy Minister in the Department of Natural Resources in the province of Manitoba. I do know that Manitoba is the richest province in terms of funding in Canada because I have gotten more Manitoba pins and flags and literature than from any other Canadian province so I have to assume that they are the richest.

Summary

Mr. Derek Doyle, Manitoba

I guess my job here today has been to act as somewhat of a blotter. I was summing up a conference recently elsewhere and I

said I was doing this job as a blotter. Someone got up and rudely interrupted me and said, "yes and like a typical bureaucrat, after you've blotted and picked it up, it'll all be backwards". So, if it is all backwards, that's the way I heard it today.

I would like to think of this whole assembly and the conference as being a process of road building. I have looked upon it, not so much as a mechanism where you would agree or disagree with other people, but rather the importance of hearing the ideas and understanding them and understanding the data set and the environment in which people functioned when they laid out these ideas.

Sometimes I think we get heavily focused on the piece of ground that's right between our feet. We get the old heads turned down, the estimates, the budgets are coming through and we don't frequently enough meet on occasions like this to lift our chins up, perhaps look at some of the nearer ground and perhaps even have the courage to gaze occasionally at the horizon. I thought when Harold was speaking a minute ago, I was going to learn my new word for the conference. He started out and he was saying - professors, rabble-rousers - and I said this is it. This is it - it is going to be a new word for shit-disturbers. But he substituted it and called it NGO's.

One of the things that seems to be pushing us on forward here is this focus on our clients. We heard about the demographics, the bubble, the time frame, the role of women, about different cultures, about the recruitment of a variety of park users, the freedom machine and looking out towards the horizon. I had a concern that we weren't clear as agencies on what success was. We listen to many people talking about direction, about improving visitation, improving participation and we have sort of a success syndrome about us. What is success? It's more of what we did, and yet I think we heard

enough of the seeds here today talking about our clients, about minorities and so on that we must each perhaps consider again defining for ourselves what is success. Bearing in mind some of the experiences that have been shared here. At the slide show last night on Rhode Island, I must have blinked when there was so called unused ground because it was all people. That has got to scare some of us when we look ahead and think about things.

In terms of minorities I was intrigued by some of the concepts that came across. One was looking upon the minorities as users of our parks and another aspect was the idea that they were friends of parks, that there was a whole opportunity out there to access minorities as advocates, as vicarious users, and perhaps even as donors to parks. The points about examining the needs, the customs, the expectations of the people was terribly important in addressing the second part of that; namely, the user. Then I think we touched on some rather interesting concerns to me. One was the concept of barrier removal for minorities, whether the barrier removal was a physical barrier that we have all become familiar with or a cultural barrier, an economic barrier or a space barrier. Some people talked about limiting use in terms of space.

But there is also another aspect about barrier removal and that is program enhancement. It seems to be that each will face in the mid-future and the distant future a hole set of decision with regard to barrier removal versus program enhancement. Bringing parks to urban population is in essence removing a distance barrier, just as putting wheelchair ramps on removes an access barrier. So, one of the avenues that some of the seeds that were raised in comment and in typing into some of the other papers was that perhaps one of the great opportunities for us in terms of barrier removal is that we have to do that ourselves. In terms of program enhancement for minorities, indeed because many of those minorities are organized as cultural groups, they

may themselves offer the greatest opportunity to their own program enhancement within the park agencies through volunteerism and cooperating associations.

In listening to the papers on friends for parks, I think we got some really excellent advice on this - on the do's and the don'ts. We have seen the trend grow from individual volunteerism to getting more organized into co-operating associations, into non-profit corporations and the heavy privatization. Marketing, promotion, advertising are key factors in building friends of parks, and not only the friends that come to the park but just the friends and advocates for parks and for heritage conservation. But there is one message that came through loud and clear to me on this idea of building friends for parks; namely, that if you are going to do it that you have to do it yourself. There is nobody out there that is going to do it for you. If you want the billboard, you've got to get Aubrey, after that you are on your own.

In terms of privatization, I still would like to use that word as we have only gotten a couple of years out of it. Since Harold didn't give me a new word today, I'm going to hang on to privatization for awhile. I think, though, that there are some very clear messages that come to us all from our collective experiences. One I might put into the category of facilities management. I think we have heard about the life services, the service contracts, the small efforts of privatization, the concessionaires and it seems to be that collectively facilities management is generally a pretty safe ground for privatization or contract management, to use Norm's term.

When you move to the second area of recreational site management there are a lot of local circumstances that need to be taken into account. I think the key factor is in terms of recreation site management - by definition, it is talking about intensive use of a specific small area. I think that there is

advice and experiences to be shared back and forth there which would have one conclude, I think, that when we look ahead, that the recommendation or the sense of this conference is that it is a maybe. Look at it, take your own particular circumstances, client group, public and political environment into account and take it from there.

In terms of the area of resources management and projects such as heavy developments that have substantial implications for resources management, I think we are hearing a no. We are hearing a no and for those that would embark upon that road, words of concern about impact assessment, devaluation, mitigative measures, and a sense about the sacred trust, the heritage conservation, the principle ethic that sells people on parks. I think we shared, informally, some examples of how if you've got to get into the heavy development of how it may work. We heard from California and associated success stories. In Canada we have crown corporations, which have been used in a similar way. The crown corporations, depending on how it is held and where it is managed from, indeed may provide a mechanism for looking at that heavy development where there are resource management implications that get at the core or have potential to impact on the natural, cultural and historial resources of the parklands.

I was interested in the comments on maintenance and particularly by the fact that everyone was asleep when they were called to show their hands, because so few went up. I was told afterwards by several people that they did have systems but they were afraid that someone would ask them to stand up and explain them. I think what we are seeing though in terms of maintenance is that our maintenance management in the future will require a high level of commitment in our organization at the most senior levels. Only until we can afford for maintenance management the kind of attention, that system planning and management planning has got in the past, will we make progress. I think that the

papers here today showed that when that commitment is there at the top, some real progress starts being made. The idea of formalized areas or the formalizing process and going about it in the same meticulous way that we do land planning, seems to be the key idea. The management information that is being generated, the ability to allocate resources, the sense of morale improvement for people and indeed the opportunity for cooperation between regions or within jurisdictions in terms of the allocation of those resources is important.

I was intrigued by the first speech we heard, or presentation by Ney this morning. I was somewhat trying to think all day about why did it solicit such a response. The conclusion I have come to is that, we are suffering from what is known as the Titanic effect. We believe that our ships are unsinkable, that we must get them up to capacity and just like the skipper of the Titanic we are standing risk, without Ney's words, of steaming this ship full speed ahead into the iceberg only to go down and founder on the rocks on some dark Atlantic night. So I think your message, to me anyway, is that as agency managers we have a responsibility to look at the issue of capacity; capacity within our parks, within a system, within a region, within a zone around a facility - to look at capacity, and not think in terms of the development of the entire capacity of a given zone within our lifetime, but rather to hold in a reserve capacity for the future. The sense that I was left with was that we all say that if we lose all the land, water, cultural and other resources of our parklands then we have lost our parks. I think it is all your good sense of humour though. Maybe I'm putting a greater weight on the lack of recognition, because I expected people to stand and applaud and recognize the Titanic effect.

So with you I want to identify the Titanic effect and warn us all about it.

The stimulus from the floor didn't suggest as many areas for cooperation as I had thought I would have heard and maybe that is because this whole process, this whole assembly, the interaction of being together has indeed produced an enormous amount of cooperation. I would particularly like to take a little aside and make a personal note about Don Coombs, who since my involvement in parks has been a tremendous bridge builder. And he has built bridges with the skimpiest of resources and I would like, Don, to particularly thank you and your efforts for bringing us altogether here as what it has done for me anyway, is to stop thinking about parks as though I am in behind the fence always looking at that fine fence of my yard and the neighbours are gone away or hidden away. Rather, this process that you have arranged here, with our friends from south of the border, has been to take the fence down. Sure we've got the fenceposts but we have heard some interesting examples from New Brunswick for opportunities for cooperating.

Ellesmere Island has got of course the potential to offset a lot of the problems of Florida if we could just get some of that marketing expertise from California on a reasonable commission basis - I think we will be off and running next year.

I think there is also opportunities for cooperation between agencies and within regions in looking at our users. We talked about minority need surveys, about looking at the full spectrum of parks, about being able to plan knowing where adjacent agencies and sister agencies are going. More meetings like this I think will help bring us on towards that.

Finally, I always like to come in under budget and ahead of time. Finally I would like to say that I have found great merit in a little Russian proverb which I've recited many times and it says - "each man is my master in one thing and in this I learn of him". Truly it has been my experience today and throughout this whole assembly that indeed, each man is my master and I have

thoroughly enjoyed the opportunity to learn from each and every one of you. Thank you very much.

Appreciation

Mr. Will Walter, NASPD

That was super summation. We appreciate that very much. I would like to second what was said about Don Coombs because we've had an opportunity to work with him in the States and he has been a tremendous bridge builder, and I know that the American delegation, at least, would like to recognize him with applause. I'll turn the program over to Pat.

Mr. Pat Thomson, FPPC

For those who are leaving now, on behalf of the Canadians here, I would like to say how much we appreciated the visit here by the United States Association of State Park Directors. We are just thrilled that 30 of you came - curtailed your meetings somewhat in order to do that - and we have learned much from you and we thank you for that.

Adjournment

ROSTER

Delegates
National Association of State Park Directors
Kalispell, September 3 - 6, 1985

Alaska	Neil C. Johannsen
Arkansas	Richard W. Davies Jo Luck Wilson
California	William S. Briner (Fritzi)
Connecticut	Richard K. Clifford Betty Miller
Florida	Ney C. Landrum
Georgia	Rick Cothran
Idaho	Robert L. Meinen (Teresa)
Illinois	Charles L. Tamminga Raymond J. Norbut
Indiana	William C. Walters
Iowa	Doyle D. Adams (Mary Ann)
Kansas	Lynn E. Burris, Jr. (Charlotte)
Kentucky	Bill Flora J.W. Young
Michigan	Jack Butterfield (Lois)
Minnesota	Don D. Davison
Mississippi	Aubrey Rozzell James "Pat" Smith
Missouri	Wayne E. Gross
Montana	Don Hyyppa
Nebraska	Dale R. Bree (Marilyn)
Nevada	John Richardson (Erla)
New Hampshire	Wilbur LaPage (Liz)
New Jersey	Gregory A. Marshall

New Mexico	Carlos Martinez (Ruth)
New York	Orin Lehman
North Dakota	Douglas K. Eiken Tim Mueller
Oklahoma	N. Clay McDermeit
Oregon	Larry Jacobson
Pennsylvania	William C. Forrey
Rhode Island	William J. Hawkins (Anne)
South Carolina	Raymond M. Sisk
South Dakota	Lowen Schuett
Tennessee	Don Charpio Ken Travious
Texas	James D. Bell (Judy)
Utah	Ross B. Elliott
Vermont	Edward J. Koenemann (Dona)
Virginia	Ronald D. Sutton
Washington	Jan Tveten Yvonne Ferrell
West Virginia	Donald R. Andrews (Anne)
Wisconsin	David L. Weizenicker (Joyce)
Alabama	Sidney Bledsoe (Alta Lou) John Hodnett (Charlotte)
Canada	Don Coombs (Eleanor) D.L. Pick
National Park Service	David Wright (Donna)
Federal Park Directors	Bob Haraden Alan O'Neill

Participants List

Doyle Adams
Superintendent of State Parks
Iowa Conservation Commission
Wallace State Office Building
Des Moines, Iowa 50319 (515) 381-5886

Donald R. Andrews
Park Director, West Virginia
Building 6, State Capitol Complex
1900 Washington Street E
Charleston, W.V. 25305 (304) 348-2764

Blair Bastian
Parks Branch
Government of Manitoba
280 Smith
Winnipeg, Manitoba
R3C 1K2 (204) 945-4413

James Bell
Director, Parks Division
Texas Parks and Wildlife
4200 Smith School Road
Austin, Texas 78744 (512) 479-4866

Sidney Bledsoe
Director
Department of Conservation
and Natural Resources
64 North Union Street
Montgomery, Alabama 36130 (205) 261-36130

Dale Bree
Assistant Director
Game and Parks Commission
Post Office Box 30370
Lincoln, Nebraska 68503 (402) 464-0641

William Briner
Director
California State Parks
P.O. Box 2390
Sacremento, California 95811 (916) 324-9067

Lynn Burris Jr.
Kansas Park Authority
Box 977
Topeka, Kansas 66601 (913) 296-2281

Guy Bussière
Min. Loisir, Chasse et Pêche
D.G.P.A.P.
150, St-Cyrille
10e étage
Québec, Québec
G1B 4YI (418) 643-5747

Jack Butterfield
Chief, Parks Division
Department of Natural Resources
P.O. Box 30028
Lansing, Michigan 48909 (517) 373-1270

Don Charpio
Director
Tennessee State Parks
701 Broadway
Nashville, Tennessee 37219 (615) 742-6658

James Christakos
Directior, Ontario
Parks Canada
111 Water Street East
Cornwall, Ontario
K6J 6S3 (613) 938-5869

Richard Clifford
Parks and Recreation Department
State of Connecticut
165 Capitol Avenue
Hartford, Connecticut 06106 (203) 566-2304

Donn Cline
Assistant Deputy Minister
Visitor Services Branch
Alberta Recreation and Parks
10405 Jasper Avenue
Edmonton, Alberta
T5S 3N4 (403) 422-1730

Vince Collins
Assistant Deputy Minister
Parks and Outdoor Recreation
Division
Ministry of Lands, Parks and Housing
1019 Wharf Street
Victoria, British Columbia
V8W 2Y9 (604) 387-1067

Don Coombs
Coordinator FPPC
Box 645, RR3
Manotick, Ontario
K0A 2N0 (613) 692-3895

Rick Cothran
Director, Georgia State Parks
Room 707
270 Washington St. S.W.
Atlanta, Georgia 30334 (404) 656-2753

Rick Curtis
Visitor Services Branch
Alberta Recreation and Parks
10405 Jasper Ave.
Edmonton, Alberta
T5J 3N4 (403) 422-1730

Walter Danyluk
General Delivery
Oakbank, Manitoba
R0E 1J0 (204) 444-2753

Al Davidson
Assistant Deputy Minister
Parks Canada
Department of Environment
Ottawa, Ontario
K1A 1G2 (819) 997-9525

Gordon Davidson
Parks Branch
Department of Natural Resources
280 Smith Street
Winnipeg, Manitoba
R3C 1K2 (204) 945-4368

Richard Davies
Director
Parks and Recreation
#1 Capitol Mall
Little Rock, Arkansas 72201 (501) 371-7743

Don Davison
Director
Division of Parks and Recreation
Department of Natural Resources
Box 39, Centennial Bldg.
658 Cedar Street
St. Paul, Minnesota 51555 (612) 296-2270

Barry Dewis
Engineering and Architecture Branch
Parks Canada
Department of Environment
Ottawa, Ontario
K1A 1C2 (819) 997-0507

Barry Diamond
Director, Parks and Recreation
Department of Lands and Forests
R.R. #1, Belmont
Colchester County, Nova Scotia
B0M 1C0 (902) 662-3030

Patrice Dionne
Parks Canada
10, rue Wellington
Hull, Québec
K1A 1C2 (819) 994-5061

Jean-René Doyan
National Capitol Commission
10 du Talus
Hull, Québec
J82 2A4 (819) 827-2711

Derek Doyle
Assistant Deputy Minister
Department of Natural Resources
1495 St. James Street
Winnipeg, Manitoba
R3H 0W9 (204) 945-6826

Bruce Duffin
Field Support Branch
Alberta Recreation and Parks
10405 Jasper Avenue
Edmonton, Alberta
T5J 3N4 (403) 427-3948

Harold Eidsvik
Program Policy Group
Parks Canada
Department of Environment
Ottawa, Ontario
K1A 1G2 (819) 994-1871

Douglas Eiken
Director, Department of Parks
and Recreation
1414 West Century Ave., Suite 202
Bismark, North Dakota 58502 (701) 224-4887

Yvonne Ferrell
Deputy Director
Parks and Recreation Commission
7150 Clearwater Lane
Olympia, Washington 98504 (206) 753-5758

Julie Gelfand
Parks Canada
Department of Environment
Ottawa, Ontario
K1A 1G2 (819) 994-2747

Milt Goddard
Regional Director
Ministry of Lands, Parks and Housing
101-1050 W. Columbia St.
Kamloops, British Columbia
V2C 1L4 (604) 387-1067

Terry Hall
Visitor Services Branch
Alberta Recreation and Parks
10405 Jasper Avenue
Edmonton, Alberta
T5J 3N4 (403) 422-1730

Yvonne Harris
Director, Parks
Government of Yukon
Box 2703
Whitehorse, Yukon
Y1A 2C6 (403) 667-5957

William Hawkins
Chief, Parks and Recreation
Department of Environmental
Management
22 Hayes Street
Providence, Rhode Island 02908 (401) 277-2635

John Hodnett
Alabama State Parks and Recreation
64 North Union Street
Montgomery, Alabama 36130 (205) 261-3334

Don Hustins
Director of Parks
Department of Culture, Recreation
and Youth
P.O. Box 4750
St. John's, Newfoundland
A1C 5T7 (709) 576-2424

Don Hyyppa
Administrator, Parks Division
Department of Fish, Wildlife
and Parks
1420 East Sixth Avenue
Helena, Montana 59601 (406) 444-3750

Neil Johannsen
Director, Alaska State Parks
Pouch 7001
Anchorage, Alaska 99510 (907) 265-4505

Gordon Jones
Parks Branch
Department of Natural Resources
280 Smith
Winnipeg, Manitoba (204) 945-4368

David Kalinovich
Assistant Deputy Minister
Operations and Maintenance
Alberta Recreation and Parks
10405 Jasper Avenue
Edmonton, Alberta
T5J 3N4 (403) 427-3948

Edward Koeneman
Director, Division of Parks
Department of Forests, Parks
and Recreation
State Office Building
Montpelier, Vermont 05602 (802) 828-3375

Steve Kun
Director, Western Region
Parks Canada
Department of Environment
220-4th Avenue S.E.
Calgary, Alberta
T2P 3H8 (403) 231-4444

Ney Landrum
Director
Parks and Recreation Department
3900 Commonwealth Blvd.
Tallahassee, Florida 32303 (904) 488-6131

John Lewis
Superintendent
Trent-Severn Waterway
Parks Canada
P.O. Box 567
Peterbourough, Ontario
K9J 6Z6 (705) 742-9267

Gary Lindfield
Parks Canada
Department of Environment
Ottawa, Ontario
K1A 2G2 (819) 994-5064

Keith McDonald
Alberta Recreation and Parks
10405 Jasper Avenue
Edmonton, Alberta
T5J 3N4 (403) 427-3948

Clay McDermeit
Director, Division State Parks
Tourism and Recreation Department
500 Will Rogers Building
Oklahoma City, Oklahoma 73105 (405) 521-3411

Ken Lozinsky
Parks Branch
Parks and Renewable Resources
3211 Albert Street
Regina, Saskatchewan
S4S 5W6 (306) 787-2846

Finlay McRae
Head, Parks and Outdoor Recreation
Governement of Yukon
Box 2703
Whitehorse, Yukon
Y1A 2C6 (403) 667-5802

Betty Miller
c/o Connecticut Parks and
Recreation
165 Capitol Avenue
Hartford, Connecticut 06106 (203) 566-2304

Randy Mitchell
Western Region
Parks Canada
Department of Environment
220-4th Avenue S.E.
Calgary, Alberta
T2P 3H8 (403) 231-4447

Robert Meinen
Director
Department of Parks and Recreation
Statehouse Mail
Boise, Idaho 83720 (208) 334-2154

Tim Millard
Parks and Recreation Areas Branch
Ministry of Natural Resources
Whitney Block, Queen's Park
Toronto, Ontario
M7A 1W3 (416) 963-5160

Tim Muellor
Deputy Director
Parks and Recreation
1414-West Century Ave.
Bismark, North Dakota 58502 (701) 224-4887

Neil Munro
Atlantic Region
Parks Canada
Historic Properties
Upper Water Street
Halifax, Nova Scotia
B3J 1S9 (902) 426-3445

Douglas Murray
Director, Services Division
Department Highways and Public Works
P.O. Box 2000
Charlottetown, Prince Edward Island
C1A 7N8 (902) 892-7431

Peter Neugebauer
Department of Economic Development
and Tourism
Box 1320
Yellowknife, N.W.T.
K1A 2L9 (403) 873-7903

Raymond Norbut
Illinois Parks and Recreation
405 E. Eashington
Springfiled, Illinois 62706 (217) 782-1394

Pat Peterson
Executive Director
Field Operations
Department of Tourism
P.O. Box 12345
Fredericton, New Brunswick
E3B 5C3 (506) 453-2550

Jim Potton
Director
Parks Branch
Department of Natural Resources
250 Smith
Winnipeg, Manitoba
R3C 1K2 (204) 945-4362

David Powell
Parks Branch
Parks and Renewable Resources
3211 Albert Street
Regina, Saskatchewan
S4S 5W6 (306) 787-2846

Paul Pritchard
President
National Park and Conservation Association
1701-18th Street N.W.
Washington, D.C. 20008 (202) 265-2717

Norm Richards
Director
Parks and Recreational Areas Branch
Ministry of Natural Resources
Whitney Block, Queens Park
Toronto, Ontario
M7A 1W3 (416) 965-5160

John Richardson
Director
Nevado State Parks
3550 Mt. Blane
Carson City, Nevada 89710 (702) 888-4384

Barry Rogers
Forest Recreation Sec.
Alta Energy and Natural Resources
Petroleum Plaza N. Tower
9945-108 Street
Edmonton, Alberta
T5K 2G6 (403) 427-3582

Aubrey Rozzell
Director
Bureau of Recreation and Parks
Department of Natural Resources
P.O. Box 10600
Jackson, Mississippi 39209 (601) 961-5240

Glen Ryan
Provincial Parks
Department of Culture, Recreation
and Youth
P.O. Box 4750
St. John's, Newfoundland
A1C 5T7 (709) 576-2427

Lowen Schuett
Director
Parks and Recreation
Department of Game, Fish and
Wildlife
Anderson Building
Pierre, South Dakota 57501 (605) 773-3391

Gary Sealey
Parks Branch
Department of Environment
Ottawa, Ontario
K1A 1G2 (819) 997-4932

Ray Sisk
Director, Division of State Parks
Department of Parks, Recreation
and Tourism
Suite 113, Edgar A. Brown Building
1205 Pendleton Street
Columbia, South Carolina 29201 (803) 758-7507

Dale Smith
Parks and Recreation
Department of Lands and Forests
RR #1 Belmont
Colchester County, Nova Scotia
B0M 1C0 (902) 662-3030

Pat Smith
District Parks Superintendent
Bureau of Recreation and Parks
Department of Natural Resources
Jackson, Mississippi 39209 (601) 961-5240

Ron Sutton
Director, Parks and Recreation
1201 Washington Building
Capitol Square
Richmond, Virginia 23219 (804) 786-4375

Charles Tamminga
Illinois Parks and Recreation
405 East Washington Street
Springfield, Illinois 62706 (217) 782-1394

Pat Thomson
Director, National Parks Branch
Parks Canada
Department of Environment
Ottawa, Ontario
K1A 1G2 (819) 994-2657

Jerry Tranter
Visitor Services Branch
Alberta Recreation and Parks
Box 570
Valleyview, Alberta
T5J 3N4

Ken Travious
Tennessee State Parks
701 Broadway
Nashville, Tennessee 37219 (615) 742-6658

Bill Turnbull
Director
Eastern Region
Parks Canada
Historic Properties
Upper Water Street
Halifax, Nova Scotia
B3J 1S9 (902) 426-3405

Jan Tveten
Director
Parks and Recreation Commission
7150 Clearwater Lane
Olympia, Washington 98504 (206) 753-5758

Jim Vollmershausen
Superintendent
Banff National Park
P.O. Box 900
Banff, Alberta
T0L 0C0 (403) 762-3324

Bill Walters
Director, Division of State Parks
Department of Natural Resources
616 State Office Building
Indianapolis, Indiana 46204 (317) 232-4125

Don Weisbeck
Superintendent of Parks
Department of Economic Development
and Tourism
Box 1227
Yellowknife, Northwest Territories
X1A 1V1 (403) 873-7903

Dave Weizenicker
Director
Bureau of Parks and Recreation
Department of Natural Resources
Post Office Box 7921
Madison, Wisconsin 53707 (608) 266-2185

Jo Luck Wilson
State Parks Division
Department of Parks and Tourism
One Capitol Mall
Little Rock, Arkansas 72201 (501) 371-7743

Don Wilson
General Manager
Niagara Parks Commission
P.O. Box 150
Niagara Falls, Ontario
L2E 6T2 (416) 356-2241

Ed Wong
Director, Regional Services
Department of Natural Resources
1495 St. James
Winnipeg, Manitoba
R3H 0W9

David Wright
Associate Director
National Park Service
Department of Interior
Washington, D.C. 200137127 (202) 343-6741

George Yeates
Director General
Parks Canada
Department of Environment
Ottawa, Ontario
K1A 1G2

Shelleen Vandermay
Parks Branch
Saskatchewan Parks and Renewable
Resources
1211 Albert Street
Regina, Saskatchewan
S4S 5W6 (306) 787-2846

TRENDS IN PARK USE

Some Observations and Thoughts Based on Park Use in Canada During 1970-1983

by

Donald G. Hustins
Director of Provincial Parks
Province of Newfoundland and Labrador

Federal Provincial Parks Conference

Banff, September, 1985

TRENDS

1. PARK USERS

A. Is there a noticeable increase in the use of your parks by senior citizens?

NEWFOUNDLAND
SENIOR CITIZENS CAMPER NIGHTS
AS PERCENTAGE OF TOTAL CAMPER NIGHTS

1977	1978	1979	1980	1981	1982	1983	1984
3%	3%	4%	6%	7%	8%	12%	15%
11,652	16,516	20,088	23,112	29,420	32,024	36,904	47,696

(In Newfoundland Senior Citizens are given free access to Provincial Parks, irregardless of their origin).

B. The original activities in parks across Canada were camping, picnicking and swimming. Now they have expanded to risk sports including handgliding, windsurfing, and whitewater canoeing. The park recreation market has diversified. Has this demand for new activities now reached its peak?

(Prince Edward Island indicated in 1984 that there was a large increase in the number of cyclists using their parks).

C. Has the energy crisis of the late 1970's bottomed out whereby non-resident visitors are now increasing in numbers?

NEWFOUNDLAND
NON-RESIDENTS CAMPER NIGHTS AS
A PERCENTAGE OF TOTAL CAMPER NIGHTS

1977	1978	1979	1980	1981	1982	1983	1984
14%	12%	12%	13%	13%	12%	14%	14%
62,508	57,976	60,316	55,036	53,016	44,912	43,709	45,020

D. Are your parks receiving more family-oriented campers than teenagers?

E. Are parks catering to repeat visitors or are they annually attracting new users to the system?

F. Do we have a maturing population, a market of people who have different desires and attitudes towards the outdoors and are therefore just not as keen towards parks? When I asked my friends wife the question of why she visited parks less in recent years she said, "I am now working. I have less time available with the family, we have more money to spend. There are more organized recreational activities in the city for the kids and my tastes have changed".

2. LOCATION OF PARKS

A. Have the higher energy prices resulted in shorter recreational trips and made users more selective?

B. Is there any real evidence to suggest that there has been a shift towards use of near urban parks and do these parks continue to enjoy more use as compared to those farther away.?

C. Have we created shifts to near urban parks by paying more attention to them or are we reacting to user demands?

D. Are certain market segments continuing to travel some distance to visit unique features and special attractions?

3. FACILITY DEVELOPMENT

A. Are destination parks with activities, facilities and services for all members of the family and various groups receiving increasing use as compared to those parks which lack this development?

In other words, has the addition of laundry outlets, food stores, showers, flush toilets, conveniences and recreational facilities really made it more convenient, practical and comfortable for users to stay longer?

Mr. D. Ricci, representing KOA at the 1977 FPPC Conference in Newfoundland said, "successful campgrounds will have to become entertainment centers if they wish to survive"! Is this true?

B. Are water oriented parks ie, those offering good swimming, boating, fishing, attracting more clientelle as compared to non-water parks? (A 1982 Ontario study said this was true).

C. Are we really offering a level of service the visitor demands and one that will attract and hold visitors as well as attract new visitors?

4. LENGTH OF STAY

Has the average length of stay increased in recent years? Are users staying longer in certain parks? If so, do these parks offer a wide range of recreation activities and facility development? (Saskatchewan reported that the average length of stay increased from 1.7 days in 1982 to 2.3 days in 1983 and that campers stayed an average 4.2 days under the reserved site program versus the regular).

5. EQUIPMENT TYPES

A. Are motor homes and vans increasing in use as compared to tenters and those using camper and travel trailers?

In Newfoundland, the trend is for more use by camper trucks and camper coaches, the most expensive and basically self-contained camping equipment types.

EQUIPMENT TYPES (PERCENTAGE)

	1979	1980	1981	1982	1983	1984
Tents	21	19	20	20	20	20
Camper Trailers	31	30	29	29	26	24
Travel Trailers	30	31	31	31	32	31
Camper Trucks	10	11	10	10	11	12
Camper Coaches	8	9	10	10	11	13

B. If the energy prices are really having an effect on park use, then why are not the gas guzzling mobile vans being replaced by lighter weight tents and trailers?

VISITATION

Atlantic Canada - Nfld. Peak - 1977 - gradual decline since
PEI Peak - 1975 - gradual decline since
NB Peak - 1975 - gradual decline since and up since 1980
NS N/A

In total - Peak mid 1970's - decline ever since

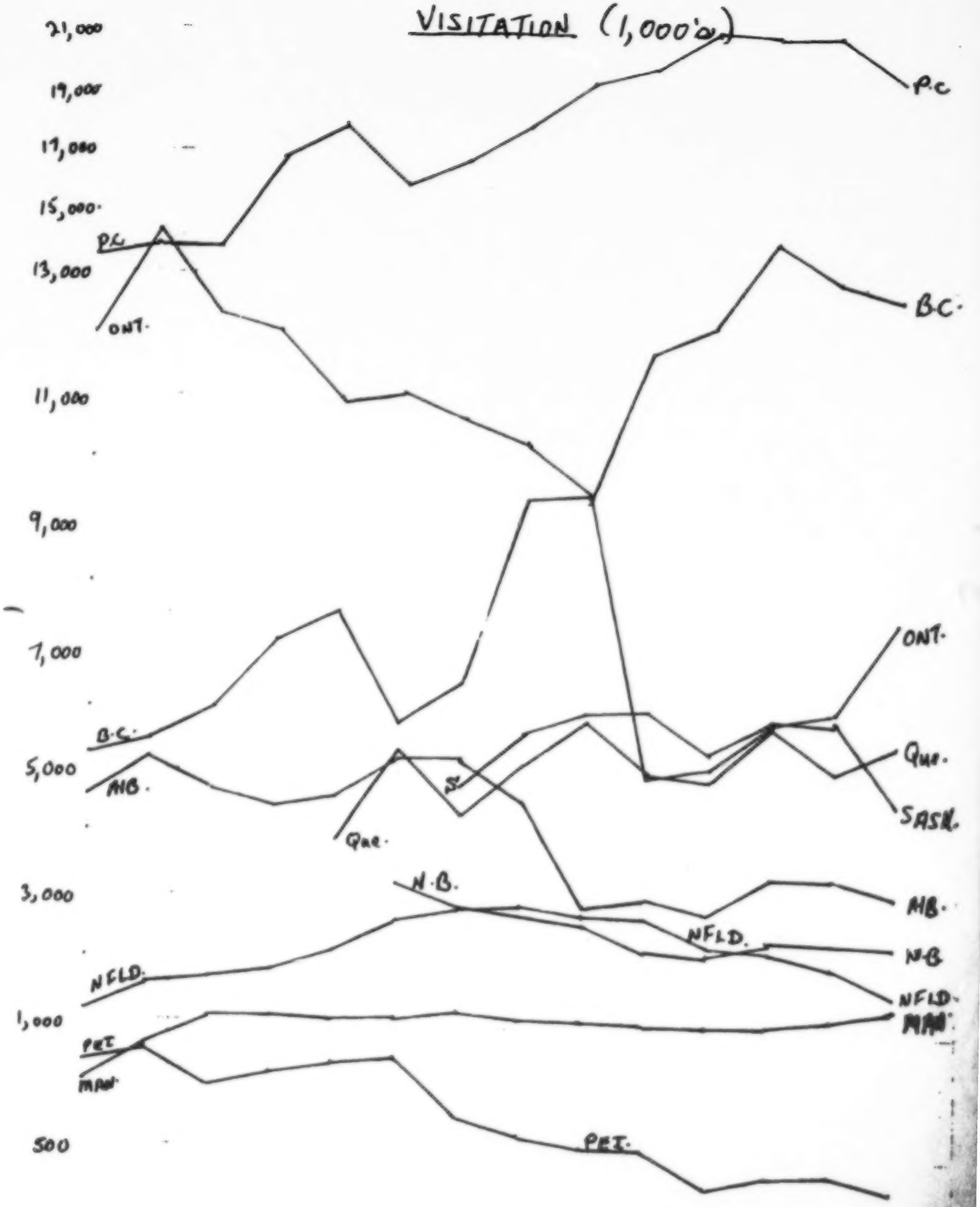
Central Canada - Quebec Peak - 1981 - down since
Ontario Peak - 1971 - bottom out 1979 and up since

West Canada - Manitoba - basically holding it own-increasing since 1980
Saskatchewan Peak - 1979 - gradual decline since
Alberta Peak - 1975 - down since -- up 1981
British Columbia Peak - 1981 - down since

Parks Canada - Peak - 1980 - decline since

SUMMARY

- Peak Visitation occurred in mid-late 1970's.
- Basically declines in attendance in most provinces in recent years; except Ontario and Manitoba which are showing growth in recent years.
- Some provinces have decreased a lot since early 1970's and are below 1970 level (ie. Ontario, Alberta, Prince Edward Island).


VISITATION (1,000's)
21,000
19,000
17,000
15,000
13,000
11,000
9,000
7,000
5,000
3,000
1,000
500
P.C.
ONT.
B.C.
ONT.
Que.
SASK.
MB.
N.B.
NFLD.
PEI.
MAN.

CAMPING PERMITS

Atlantic Canada - Nfld. Peak - 1979 - gradual decline since to 1983
NB Peak - 1980 - gradual decline since to 1983
NS Peak - 1975 - gradual decline since to 1983
PEI Peak - 1975 - gradual decline since to 1983

Overall Peak camper use 1978-79 period and steady annual decline since

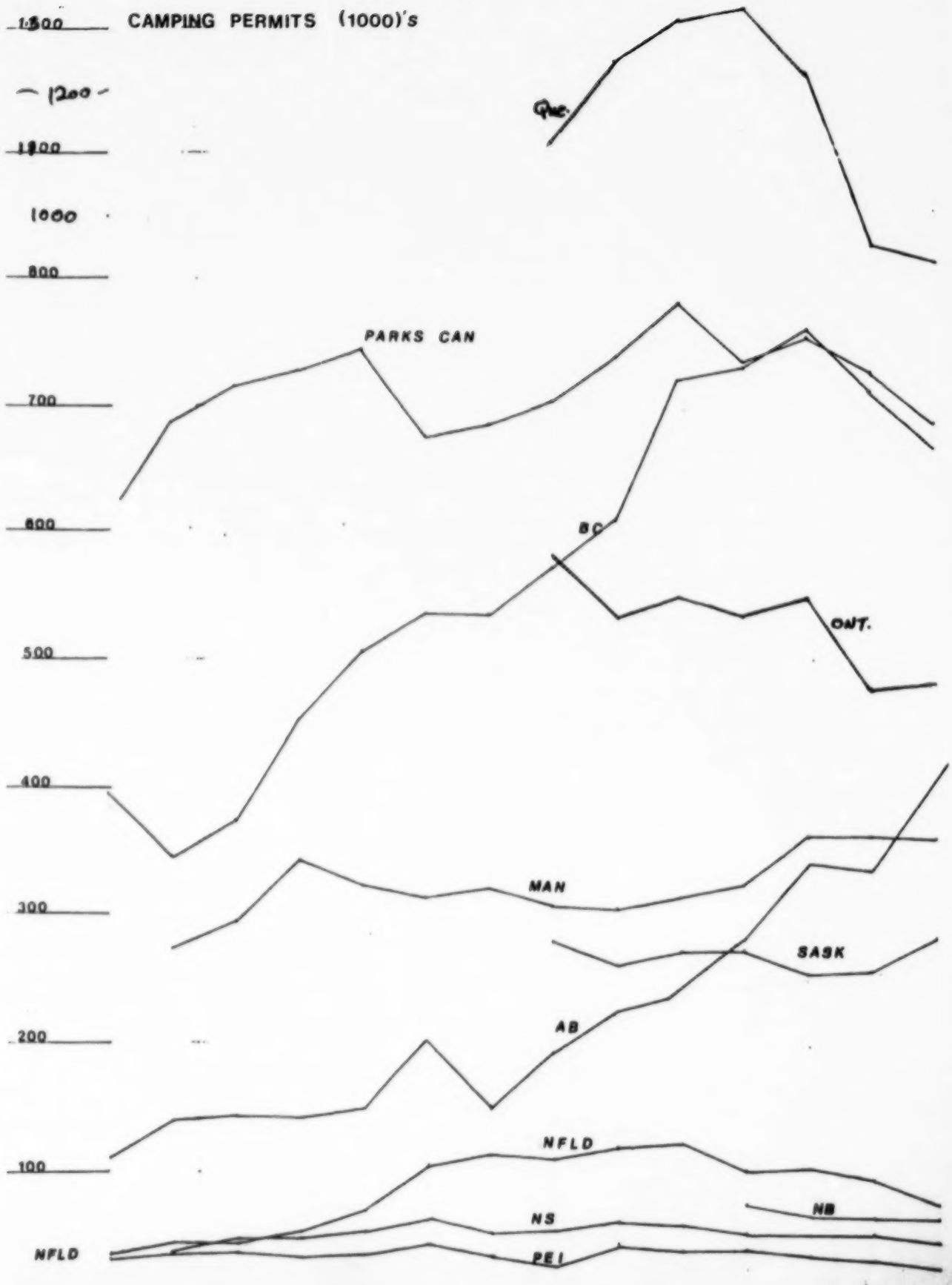
Central Canada - Ontario Peak - 1977 - basically a decline since
Quebec Peak - 1980 - decline since

West Canada - BC Peak 1981 - decline since
Alberta Peak 1983 - not slowing down at all!
Saskatchewan Peak 1983 - slight decline and increase since
Manitoba Peak - 1981 - basically holding its own since

Parks Canada - Peak - 1979 - gradual decline since

SUMMARY

- Camping permits peeked late 1970's.
- Declines in most in recent years; except Manitoba, holding its own; Alberta and Saskatchewan - increasing.
- Atlantic Canada down to early 1970's levels.


CAMPING PERMITS (1000)'s
1500
1200
1000
800
700
600
500
400
300
200
100
Que.
PARKS CAN
BC
ONT.
MAN
SASK
AB
NFLD
NS
NB
PEI
NFLD

ORIGIN OF CAMPERS

- Several agencies have a very high percentage of in-province use of parks (70% - 90% range)

British Columbia	70%
Ontario	75%
Saskatchewan	75%
Manitoba	80%
Newfoundland	85%
Quebec	90%

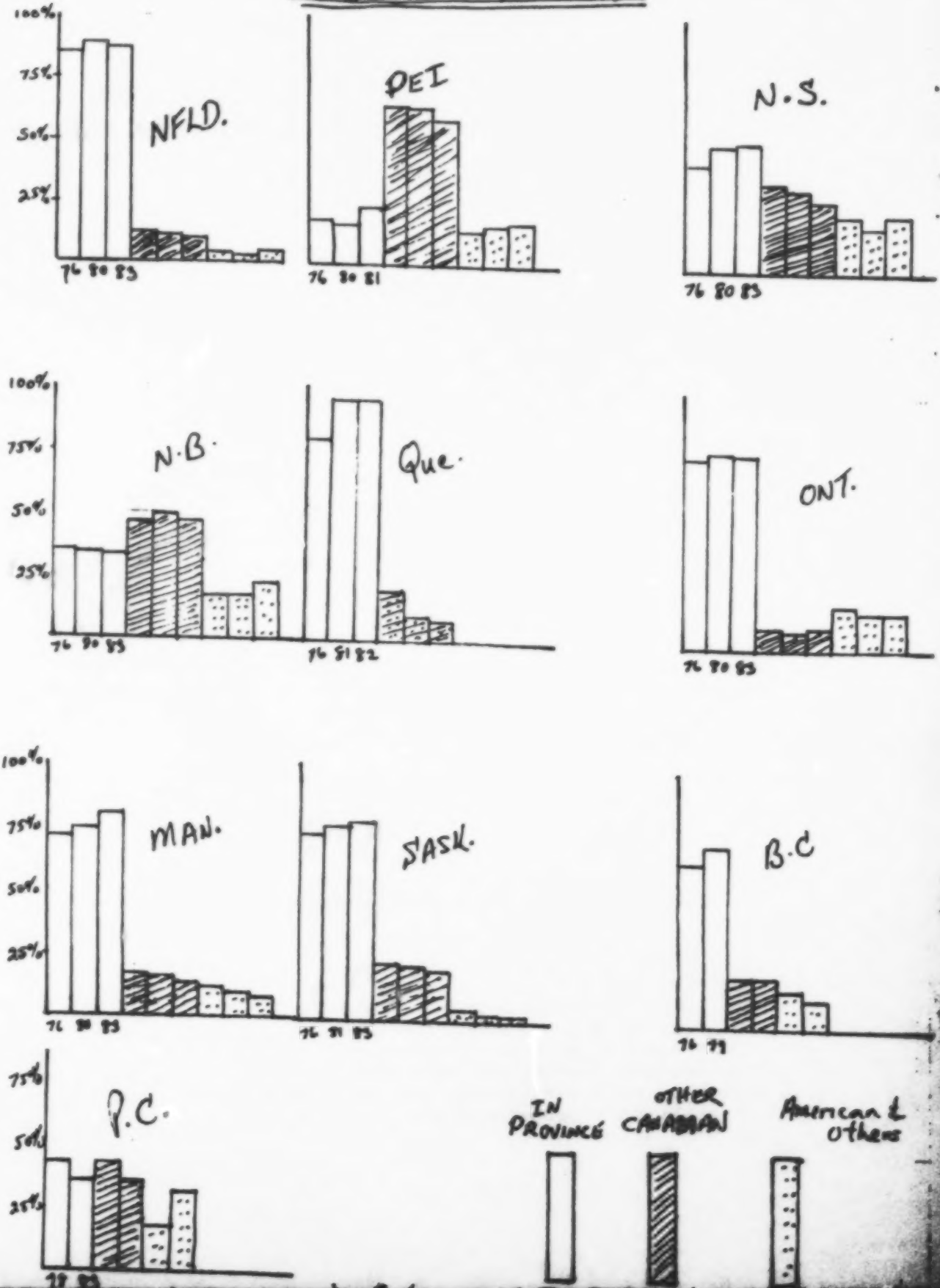
- The others are receiving less than 50% of their camping use by in-province residents.

Prince Edward Island	20%
New Brunswick	35%
Nova Scotia	50%

- Parks Canada - about even 1/3, 1/3, 1/3 in 1983

- Basically an upward trend of more use by in-province campers and less by out-of-province campers in recent years - but not a major change.

ORGIN OF CAMPERS



FRIENDS FOR PARKS

Presentation by

William S. Briner, Director
California Department of Parks and Recereation

I. Need for Cultivating Park Support

- A. Increasing park costs
- B. Increasing visitation
- C. Increasing need to protect resources
- D. Growing sophistication of visitors
- E. Need to educate users on resource protection

II. Methods of Cultivating Park Support

- A. High public visibility
  1. Develop identifiable symbol
  2. Make information readily available
  3. Develop unique roadway signing
  4. Develop roadside rest displays
  5. Attend travel/trade shows
  6. Publicize calendar of future park events

- B. Coordinate with legislative/advocacy groups
  1. Update groups frequently on activities
  2. Develop strong legislative support
  3. Seek counsel of advocacy groups
  4. Sponsor and support constructive legislation

- C. Support strong volunteer program
  1. Seek funding support for volunteer projects
  2. Establish volunteer coordinator positions
  3. Keep volunteers informed of activities
  4. Publish volunteer newsletters
  5. Seek volunteer input into planning
  6. Reward outstanding volunteer contributions

- D. Sponsor visitor-oriented operations
  1. Market analyses of public needs
  2. Public input into planning process
  3. Quick response to public input
  4. Provide above average facilities
  5. Provide high quality interpretation
  6. Provide reasonable fees and discounts
  7. Provide a variety of cultural, natural and recreational opportunities

E. Active marketing campaigns
   1. Develop private sector sponsorships
   2. Conduct a wide variety of special events
   3. Offer travel and tour suggestions
   4. Develop unique identity for your park system
   5. Provide consistency in services and marketing
   6. Mantain high quality marketing campaigns

F. Strong internal communications
   1. Provide high quality staff training
   2. Develop strong horizontal and vertical communication lines
   3. Maintain open communication on sensitive and controversial issues
   4. Correct deficiencies/misconceptions promptly
   5. Reward innovation, creativity and outstanding performance

G. Seek alternate funding sources
   1. Private sector sponsorship
   2. Joint programs with other state agencies
   3. Local operation of state owned facilities
   4. Private business contract operations
   5. Voluntary contributions of funds and time

III. Measure Results and Revise Objectives

A. Legislative and advocacy support
B. Public support
C. Increased visitation
D. Increased volunteer hours
E. Changing visitor demographics
F. Intra-agency cooperation
G. Increasing revenue
H. Higher employee morale
I. Higher standards of operation